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National Municipal Review

Editorial Comment

What It Takes to Win

THE general apathy of citizens toward public affairs is always disquieting but as long as it is possible to discard officials or change the fundamental form of government our self-governing system is safe.

Apathy stems from lack of information. An informed citizenry is an aroused, participating citizenry.

As inflation diminishes the value of the dollar and tax bills go up, the taxpayer is likely to gripe. If his griping is reckless, he might stampede officials into false and foolish economies. But if it prompts him to examine the governmental operations in a constructively critical manner, he can exert pressure to cut out needless waste and for more efficient methods.

It is stupid, for example, to discontinue garbage collection, as one community recently did, to keep the tax bill down. Garbage must be collected. Householders now have to hire the haulers themselves. The monthly bills add up to more at retail than the old wholesale rate charged on the tax bill. Even more serious is the difficulty of controlling an operation so closely connected with public health.

Citizen demand for better local government is more intelligent, mature and constructive than it has ever been before. Despite the many shallow distractions, people are willing to examine proposals thoughtfully and they are more than usually able to understand that a sound, sensibly organized government tends to assure good results and to be more responsive to intelligent popular will.

People throughout the country were both shocked and thrilled when ex-GIs of Athens, Tennessee, resorted to their guns to throw out a predatory county political machine. That is about where the headlines stopped telling the story. But what happened after that? Any fair-minded person who reads the article on page 196 of this issue telling of the solid subsequent achievements of these patriots will recognize that the armed revolt by the men of Athens was no reckless, ill-considered act. They were and are sorry they were forced to resort to violence to preserve the liberty for which they had fought in the armed forces. But it would still be difficult to demonstrate that self-respecting Americans could have done otherwise. And it would be difficult to find a more responsible, solid post-revolution performance than the organized citizens of McMinn County have scored.

The customary way of casting out political dictatorship is typified by another article[1] which describes the success against great odds of the independent voters of the old city of Portsmouth, New Hampshire.

The Portsmouth story is especially significant because, although the Good Government Committee had to cope with just about the whole book of dirty political trickery, it followed

[1]See page 188.

the National Municipal League's recommendations and warnings right down the line—and won.

That's what it takes to help people decide wisely on a proposed basic change: a strong and representative sponsoring committee (for, unfortunately, many people vote on the basis of who is for and who is against a proposition), an organization of unpaid volunteers, full and adequate information on what's wrong with the *status quo* and what can be done about it, meetings, a house-to-house canvass that will get out the vote.

In McMinn County and Portsmouth, as in many other places, the voters adopted the council-manager plan, a system which has demonstrated that it can make things more difficult for the politician and easier for the good citizen to control.

These are success stories. In Fairmont, West Virginia, by way of contrast, a thorough job of education was not done. The plan was defeated and a local editor commented:

"The political organizations sometimes fail to get out their voters in large numbers but they always do a better job than the nonpartisan organizations."

McMinn County, Portsmouth and scores of other victories this year prove him wrong. And in Mexico, Missouri, where the manager plan also failed of adoption recently, the editor took a more clear-eyed view. Setting his sights on another campaign next year and, if that fails, the following year, he said:

"We salute the recent no-vote campaigners. They worked harder than we yes-voters. So they won."

'No One Will Lose His Job'

WHEN the mayor of New York recently directed the analysis division of the budget bureau to study all departments with a view to cutting costs he promised that, no matter what economies were found possible, no city employee would be discharged.

That's a remarkable and reckless promise. Payroll accounts for something like 70 per cent of the city's budget. Some public employees may be surplus or unqualified; indeed, in any activity, public or private, this is almost certain to be the case.

The recently appointed new city manager of neighboring Yonkers, by way of contrast, quickly tested the qualifications and physical fitness of employees of the over-manned public works department. Those who failed to pass muster were promptly separated from the payroll.

How can a chief executive of a municipality, in the face of the perilous financial situation ahead for nearly all cities, do his duty today without requiring everyone to carry his own weight? Is it fair to all the people or to the capable employees to carry dead wood?

Americans are not an unkind people. They have means of providing for people who must be "taken care of." There is no genuine kindness in the discredited political tradition of "taking care of" drones and incompetents on the public payroll.

An Old City Goes Modern

325-year-old Portsmouth, New Hampshire, whips old-line politicians in stirring campaign to win manager charter.

By FRANKLIN E. JORDAN*

FEW cities in the United States have adopted a council-manager charter against greater odds than did Portsmouth, New Hampshire, on November 4 last year. In fact, veteran politicians said privately among themselves that it couldn't be done. Portsmouth's professional gamblers were betting eight to one it was impossible.

Portsmouth had all the usual opposition of both political parties, including the common phoney "front" organization called the Citizens Committee for Better Government which appeared just before the election and disappeared right afterwards.

There were the usual lies, half-lies and general misrepresentations regarding the council-manager plan and its success elsewhere, including the familiar "dictatorship" cry. Portsmouth's proposed charter was misquoted, the usual attacks on the sincerity of the sponsoring group were made, and character assassination of individual members was attempted.

All this was normal and expected, thanks to the warnings given by the National Municipal League. Portsmouth, however, had seven added hurdles:

1. The governor of the state led the opposition against the charter and even campaigned in person at polling places on election day. The governor owned the local radio station which put a blackout on political news during the campaign.

2. The mayor of the city, who led the underground opposition of the other party, was an attractive and highly popular woman with pretty daughters who helped her campaign.

3. The proposal was buried in a long and complicated regular municipal election ballot where politicians counted on its being overlooked.

4. A finance commission referendum was added to the ballot beside the council-manager proposal, admittedly to confuse the voters.

5. Portsmouth's padded 17,000-name voter list was invalidated just two months before the election and every citizen had to be reregistered as well as new ones registered. Great inertia had to be overcome in order to have any vote at all for the proposal.

6. Opposition became "all out" when two nearby cities—Dover and Claremont—adopted council-manager charters during the Portsmouth campaign. Politicians said they had learned their lesson and it would not happen here.

7. Finally, the proposal faced the unprecedented requirement that it must be adopted by a majority of the voters voting any part of the ballot—not merely a majority of

*Mr. Jordan, public relations consultant, was campaign manager for the Portsmouth Good Government Committee whose campaign for the council-manager plan he describes. Mr. Jordan was a newspaper man for fifteen years, with the Boston *Post*, the Boston *Transcript* and other New England papers; from 1940 to 1947 he was managing editor of the Portsmouth, New Hampshire, *Herald*.

those voting on the council-manager question. This was the politicians' ace in the hole because all previous experience showed it couldn't be done.

Amateurs Organize

Against the opposition's array of professional experience, money and talent was a little group of about a dozen amateurs—prominent citizens fed up with years of mismanagement, inefficiency and graft under the ancient mayor-council form of government. Their principal asset was an unswerving determination to win and that was enough.

Fortunately, the national trend was with them and the Dover and Claremont adoptions helped more than they hindered. Fortunately, too, J. D. Hartford, publisher of the Portsmouth *Herald,* was with them and went all-out in the campaign. No newspaper has ever done more for the council-manager cause.

National Municipal League instructions for conducting a council-manager campaign were followed and they can be heartily recommended down to the last paragraph. Its literature was used in quantity. Every means of reaching the public was used, from house-to-house canvasses to newspapers, radio, car cards and posters. A volunteer committee of more than a hundred workers really worked—street by street, block by block.

The difficult was accomplished, the impossible took a little longer.

Election day saw a turnout of 7,250 out of 8,600 registered voters —the largest in history. Voting on the proposal itself made the council-manager charter an easy winner—3,529 to 2,225 opposed. This was the largest majority in favor of the plan in any New Hampshire city. Incidentally, the campaign committee had figured that with the governor living in Portsmouth, with Portsmouth one of the shire municipalities of the state, there was a politician-controlled vote of about 2,000 in opposition, regardless of what it did.

On election day politicians recognized the large turnout of new faces —particularly so many women brought out by Portsmouth's on-the-job League of Women Voters—as a bad sign. By the time the polls closed they were glumly but privately admitting defeat.

When returns from all the wards but the governor's home ward were in, the proposal appeared to be a winner even with the majority voting proviso. But at 2.30 A.M. when the governor's ward finally reported, the final figures showed the proposal had failed by 97 votes to secure a majority of all the voters voting.

Happy politicians started collecting their bets.

The sponsoring committee felt sure the plan had won, however. This ward which had made such a poor showing was the one in which many of the sponsors lived, in which there were the most volunteer workers, and in which much of the work had been done. The returns just didn't make sense.

The National Municipal League had warned that council-manager proposals have been "counted out" election day, and immediately the committee made plans for a recount.

There the politicians had their

final ace in the hole. There is no provision in the New Hampshire law for a recount on a referendum. Such a law had been proposed but had not come before the legislature. The politicians said it couldn't be done.

Recount Granted

The committee obtained the services of Mayland Morse of Concord, however, an extremely wise and skilled attorney who worked closely with the campaign manager. They argued that while there was no law which said a recount could be held there also was no law which said one couldn't be held.

The decision was up to the Portsmouth city clerk, who was the daughter of the highly popular woman mayor who had led the underground opposition. The mayor, however, Mrs. Dondero, had been defeated on the ballot by the Republican nominee and, since her term was ending, this opposition was now on the fence.

Politicians made all sorts of offers and attempted to prevent the city clerk from declaring a recount. Attorney Morse, however, was able to convince her that "common sense and justice" demanded a recount and she granted it.

The recount showed that 93 votes in favor of the council-manager plan had been overlooked in the governor's home ward by election officials of his party, who said they were "tired" because of counting the heavy vote. These 93 votes, with changes in other wards, gave the plan a win by 46 votes.

The Good Government Committee did not make the mistake of folding up but urged good citizens to run in the special election December 9 for the council under the manager charter. It did err, however, in endorsing ten persons for the nine positions with some of its selections based on vote appeal rather than ability, as the committee now realizes. It hopes that civic groups in other cities will profit from this error.

The political opposition was not dead, however, and just previous to the council election there appeared an anonymous card which, except for the names listed, was almost a duplicate of the Good Government Committee card of endorsees. Gullible voters were told that the Good Government Committee had changed its endorsements.

Fortunately, this list included a few good men inserted by the politicians for window dressing and the voters showed good judgment by picking the best.

The council elected included four Good Government Committee endorsees—an attorney and former municipal court judge, a physician and two businessmen, all prominent in the community and highly respected.

Mayor Dondero showed her strength by being elected to the council, receiving the highest vote on the ticket of 52 candidates. The Republican nominee who had beaten her by fifteen votes in November was also elected, as was one of his teammates, a prominent business man who had been on the governor's staff but whose brother was on the Good Government Committee.

Another Republican (this historic seaport city is 90 per cent Republi-

can) was a business man, deputy sheriff and former chairman of the Republican city committee, conceded to be honest and fair. He opposed the governor on many occasions.

The final member was swept in by the "phoney" endorsement card and was a member of the state legislative delegation which had tried to sabotage the proposal by the majority of voters requirement. Since his political career has been noted for going along with the majority, however, his election is not considered to be particularly harmful.

Seven of the nine new council members own and operate their own commercial or professional businesses and are substantial taxpayers. Three experienced politicians on the council, including the leaders of each party, provide balance. According to old-time residents, it is the best council in the history of the city.

Manager Selected

Unfortunately, the council's choice of mayor was the Republican nominee who had won the November election. This had some merit but Good Government members had hoped it would not be anyone prominently identified with either the governor's or the mayor's party.

To insure the council's selection of a good city manager the Good Government Committee urged that every city manager in the nation be notified that Portsmouth was in the market. Again, the local newspaper cooperated, sending out letters. As a result the committee had a choice of about 50 men, many of them excellent. Some were even from larger places where the manager had a yearning to get back to the northern New England countryside.

The unanimous selection made January 31 by the council was Edward Peterson who was city manager of Middleboro, Massachusetts, for ten years. An engineer, MIT graduate, who supplemented that with law at Suffolk University, Mr. Peterson appears to have just the background that Portsmouth needs. He managed several Maine towns and was a municipal finance expert for the state of Maine. He has handled utilities (Portsmouth has a water system), he was an officer in the sanitation corps of the army and knows his health and sewage problems. In sum, his twenty years of previous experience seem to fit him to earn the $8,000 which Portsmouth voted to pay him. It is a $2,000 raise for him and a challenge! He took over on February 16.

One of the results of the council-manager charter most in evidence right after its adoption was the zeal —never shown previously—with which the hold-over superintendent of streets handled snow removal. While other cities were snowbound, Portsmouth's streets were cleared and sanded as they had never been before. Just the idea of the council-manager plan seems to work miracles!

Two Fellows Named Dick

One, businessman—inventor of manager plan, finally honored in own birthplace through other's campaign.

By KARL DETZER*

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ONE day 45 years ago a boy named Dick, having come of age, walked down to the polls in New York with his father and got into trouble with his first ballot. Twenty-seven years later another young fellow named Dick was fired by the city editor of a paper in Elizabeth, New Jersey, and started to hitch-hike home to Vermont.

These two seemingly unrelated events resulted last November in a community celebration in Manchester, Connecticut, when that city installed the council-manager form of government. The two Dicks had brought it about, though strangely enough this was their first meeting.

The Dick who encountered trouble at the New York polls was born in Manchester and now is Richard S. Childs, the man who first dreamed up the council-manager plan. The other Dick is Richard Martin, director of the Connecticut State Water Commission, and the man chiefly responsible for Childs' birthplace belatedly adopting the Childs idea—number 800 in the list of American communities to substitute business-like structures of government for loose-jointed, ramshackle setups by electing a board of city directors who appoint a city manager.

That first ballot made a deep impression on Dick Childs. He had gone to the polls well alerted to the issues and, as he thought, well prepared. But to his dismay his unfolded ballot revealed nineteen offices—and, beyond the top four, he knew nothing about any of them. Shamefaced, he voted blindly for anybody labeled Republican—an 80 per cent uninformed ballot!

But he found as he walked home that his father did not know any more than he did, that such blind voting was universal. He came to an unusual conclusion about it, namely, that it was not the voters' fault; it was the fault of the system—the ballot was too long and the structure of government too complex to constitute a workable mechanism of democracy.

As he knew, the voter in England needed to choose only one councilman from among two or three candidates in a city election, all other British officeholders except members of Parliament being appointed civil servants.

In America the confused citizen faced scores of names for dozens of offices. He voted not only for councilmen and mayors, but for treasurers, constables, justices, coroners, highway commissioners, sewer superintendents and dog catchers. About most of the candidates he knew noth-

*Mr. Detzer is roving editor for the *Reader's Digest*. He has been a newspaper man and advertising writer as well as screen playwriter and director in Hollywood. During the recent war he was a major in the Army of the United States, later colonel with the General Staff Corps, assigned to Headquarters Army Service Forces of the War Department.

ing, and his choice was voting a straight party ticket or stabbing his pencil at names of unknowns running for offices that he understood only vaguely.

Childs became a New York business executive and talked with many practical politicians and also professors of political science. Then he wrote a pamphlet called *The Short Ballot* outlining the principles of what today is called the council-manager plan. Woodrow Wilson, Elihu Root, Charles Evans Hughes and other prominent Americans were impressed and went to work for it, but the politicians scoffed.

Birth of Manager Plan

As talk about it grew, they fought stubbornly against it. They knew that simplifying politics would break the power of local political machines, would mean the end of their control of a multitude of obscure little elective offices. They recognized that, as Childs put it, "the long ballot is the politician's ballot; the short ballot is the people's ballot."

To apply the principle to municipal governments, he proposed a strong simple structure—a small city council of five elective members who would appoint and control a professional city manager who would control all other municipal employees like a superintendent of schools under a school board. That was in 1911, a period when progressivism was in the air, and Childs' pamphlets and releases were well received.

Sumter, South Carolina, tried it first, in 1912, after Staunton, Virginia, had experimented with a "general manager" added to its old-fashioned setup. It spread to other small and medium-sized places until in 1914 Dayton, the first large city, made a spectacular success. Now in all but a few states there are municipalities governed by some form of the Childs simplified formula.

It was not Dick Childs, however, but the other fellow named Dick who spearheaded the fight in Manchester—42-year-old Richard Martin. He never would have got to Manchester if, hitch-hiking home to Vermont after being fired, he hadn't stopped off to see an old friend who was assistant state editor of the Hartford, Connecticut, *Courant*. The editor was hunting a new correspondent to cover the news in nearby Manchester.

"Want a job for a couple weeks?" he asked.

"I need a dollar," Dick Martin said, "and a meal and a clean shirt."

"In that case you're hired," the editor said. "Run over to Manchester and fill in while I look for a regular correspondent."

Martin went for the two weeks, and still lives there. When later the *Courant* recalled him to work in Hartford he soon found excuse to return to Manchester, this time to the local *Evening Herald*. Manchester was and still is a pretty town, full of white old houses in broad lawns. Its people earned their living making soap, silk and working in the state capital ten miles away.

Dick Martin found it steeped in tradition. Townsmen didn't seem to care how inefficient their town government was as long as it remained the same form instituted by their revered ancestors.

As a reporter Martin attended

town meetings which, he discovered, too often turned into fruitless debate. He also covered the regular meetings of the community's governing body, the board of selectmen. He prepared for these chores by reading the town charter from cover to cover, a task few politicians or other citizens had attempted in recent years. It was a venerable document, precisely suited, Martin thought, to a small village in the horse-and-buggy era, but Manchester now was a manufacturing town of 20,000 people.

Having digested the charter, Martin knew when the selectmen did not follow its provisions and he had the effrontery to point out the error of their ways, errors which had become a habit during the years. The startled selectmen asked what he meant and he replied by quoting the clause in the charter.

Old Charter Inadequate

The city fathers were tolerant and amused. It would be impossible these days to abide by every line of the old charter, they explained.

"If you can't abide by the charter, why don't we get a new one?" Martin demanded. That question and its cold reception started him on a ten-year campaign.

Unlike most municipal reformers, however, he lacked a dramatic weapon. The town fathers were honest, law-abiding citizens. There was no suggestion of corruption. Martin could not rally voters with a plan to throw the rascals out—there weren't any rascals. Besides, he wasn't sure what type of government was best for his adopted town. So he began to read up on modern local government, soon found the business-formula of Manchester's native son, Dick Childs.

Determinedly, Dick Martin went to work. Week after week in the *Herald* he ran news stories on the inadequacy of the town's charter and its way of doing public business. He printed exactly what happened at sessions of the board of selectmen, showing how little they accomplished, how it was necessary for them to evade the charter, written for another era. He even had the temerity to point out occasionally that these sessions were wasteful of tax dollars.

Then one evening, after he had been particularly annoying, the harassed selectmen solemnly passed a ruling barring impudent Reporter Martin from future meetings. He printed that story, too.

It was the turning point. Citizens began to ask questions. If the board didn't want reporters present, particularly reporters like young Martin who seemed to know so much about their government, wasn't it about time to do something?

What they did was elect Dick Martin to the board of selectmen in 1936. He now had a vantage point from which to pursue his campaign for the Childs plan. But the voters who had put him in office did not relish his suggestion when they discovered that the new type of council would supplant the selectmen and outlaw their good old town meeting.

"You see," Martin says, "I didn't actually belong. I'd been there only a few years. People were friendly, but they didn't want a stranger to come in and tell them how to do things better."

Martin left the *Herald* in 1937

but continued his agitation and the newspaper crusade was carried on by Alan Olmstead, editorial writer on the *Herald*.

Week after week the paper was filled with accounts of what happened at town meetings and sessions of the board of selectmen, how participants wasted time in argument over unimportant details and small sums of money. How eager citizens demanded things which were impossible under the outmoded charter. How the town was bumbling along, without proper budgets and no control over expenditures, with no planning, no idea of what the future held in store. And all this time the town was growing in population to better than 30,000.

Martin asked Tom and Ronnie Ferguson, owner and managing editor of his old paper, to sponsor a charter campaign. They invited twenty business and professional men to a dinner-meeting to launch the project. The date was Monday, December 8, 1941.

The attack on Pearl Harbor, the previous afternoon, spoiled the plan, and it was not until after the war that the undiscouraged reformers could get back to work.

And then one evening two and a half years ago, Dick Martin attended another town meeting. It was a particularly futile session. Irresponsible citizens were having a field day, talking to their hearts' content. There were important matters to be settled but no one had a chance to bring them up. As the evening wore on, the crowd of several hundred became restless. The chairman had trouble keeping order. At 11 o'clock Dick Martin stood up.

The noise subsided. When Martin spoke he usually had something to say worth hearing. This night he made a single brief remark.

"Ladies and gentlemen," his big voice filled the room. "There is a better way of running a $2,000,000 a year business."

Campaign for Manager Plan

Martin sat down. Next day the whole town knew the story. Olmstead wrote an editorial. The town agreed. Charlie House, a young lawyer whose family had been active in local affairs for generations, joined Martin's crusade and was drafted as chairman of a charter revision committee. Martin had prepared a suggested draft of a modern charter tailored to Manchester's needs. The charter commission worked over it with the help of experts, keeping the public informed of progress. The citizens listened and again agreed. The proposition was adopted last June, overwhelmingly, by a two-to-one vote.

So Manchester now has a board of directors like any other big corporation. And a general manager responsible to that board. And a plan to control expenditures and to modernize the school system and to establish a town recreational program. It has broken with tradition and started planning for tomorrow just as its ancestors did when they held their first town meeting three centuries ago.

GI Revolt Wins Manager Plan

McMinn County, where veterans fought to preserve sanctity of ballot, replaces machine rule with modern government.

By EDMUND R. LINGERFELT*

THE people of McMinn County, Tennessee, have been both praised and censured for resorting to violence during the night of August 1, 1946, to rid themselves of a political dictatorship that had become altogether intolerable and to recapture the right to vote and have their votes counted as cast.

So much has already been said and published about that unhappy incident that I greatly dislike to even mention it and would not except that it seems necessary to an understanding of the organization of the people for good government and the subsequent reorganization of the county under a new manager charter.

Over a period of at least two decades prior to that time, the government of McMinn County rapidly deteriorated into the most intolerable sort of machine rule, consisting of control of elections by force, intimidation, and "counting" ballots behind closed doors; squandering the county's resources through incompetent and inefficient administration and graft; and through inordinate abuse of Tennessee's system of fee compensation for peace officers and magistrates' courts.

Prior to this period, county revenues and expenses were relatively small and county offices were sought as much for the honor of public position as for the compensation involved, but under the "machine" the income of public officials skyrocketed. The "take" of the sheriff is believed to have reached as much as $75,000 a year with deputies, JP's and others in proportion.

Citizens protested to the state courts in the form of election suits but the "machine" always won. Indictments for election law violations were secured before federal grand juries and verdicts of guilty were returned by juries in federal district court, but the value of the effort was nullified when the court imposed fines of only two cents where heavy fines and imprisonment were justly due and were possible under the law. A history of the unsuccessful court struggle was presented to Congress by Congressman John Jennings, Jr., in most emphatic terms and is a part of the *Congressional Record*.

Historically, there are liberties dearer to the American people than life itself, and these had been violated and denied the people of McMinn County for an entire decade. As previously stated, relief had been sought through both state and federal courts but without avail. Pleas for the aid of executive agencies likewise went unheeded. No avenue

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was left but revolution. Consequently this course was chosen reluctantly but with determination.

The machine was driven from power in a night-long gun battle in which many were injured but no one killed. The ballots which had been carried to the county jail for counting were destroyed in the confusion, but the election commission, using the vote cast in precincts where reasonable order had been maintained, declared the GI candidates elected. An interim government was established by a mass meeting to function *de facto* until a *de jure* government could be restored through resignations and appointments legally made.

Citizen Group Organized

The need for a citizens' organization, in which the people could join hands to work constructively for honest and efficient government and to serve as a bulwark against the recurrence of machine rule, was immediately apparent, as attested by the minutes of a meeting of ex-service men held on August 13, 1946, which contains the significant statement that:

> It was the opinion of the ex-service men present that a non-partisan organization, comprised of interested citizens throughout the county, should be formed in order that it would never again be necessary to overthrow vicious, corrupt machine government in McMinn County by force or otherwise.

That group invited a selected list of business and professional men of Athens to meet with them to plan the formation of such a citizens' group, and hurriedly sought the advice and assistance of the Tennessee Taxpayers' Association, the Cincinnati City Charter Committee and other similar organizations. Numerous meetings were held in which plans were evolved and a constitution was drafted for the proposed organization.

Briefly the plan adopted called for community meetings to be held simultaneously in sixteen strategically located centers with a member of the central committee serving as chairman. Radio equipment was provided at each meeting place and a program fully explaining the movement and its purposes was broadcast from one of the centers by local radio station WLAR to the other fifteen meetings.

After the broadcast each meeting resolved itself into an action group, conducted such further discussion of conditions and needed remedies as it chose and elected, by democratic procedure of its own choosing, a predesignated number of representatives to serve as directors of the county-wide organization.

All sixteen communities responded to the call for a mass meeting, all meetings were well attended, and all elected representatives as requested. These elected representatives met at the county seat the following evening and organized by adopting a constitution which named the organization The McMinn County Good Government League and declared its purposes in six items:

> 1. To make a careful study of the functions and finances of the county government as a basis for determining county policies and programs of improvement to be fostered by the league.

2. To keep the public fully informed of conditions currently existing in all phases of the county government, and particularly of all proposed measures which the league will insist be initiated and carried out for the benefit of the county.

3. To scrutinize and keep under surveillance the public acts of all officeholders of McMinn County.

4. To encourage all citizens to vote in all city, county, state and national elections, and to strive in every possible way to assure that all elections shall be free of coercion, intimidation or display of force, that ballots shall be publicly counted in the presence of all who care to be present and that the precinct results be announced as soon as counting is completed.

5. To cooperate with other organizations whose aims and purposes are consistent with those of the league.

6. To promote further, by mutual effort, through nonpartisan means, the greatest possible efficiency in the administration of the affairs of McMinn County by its legally elected and appointed officials.

One year of effort to effect these purposes resulted in more concrete accomplishment than the most optimistic dared hope might be the case.

Almost immediately the league succeeded in securing an appropriation of funds for an audit of the fiscal records of the county by a firm of certified public accountants and for a county survey by the Tennessee Taxpayers' Association.

The audit revealed numerous shortages and irregularities and brought to light serious weaknesses in the system of record-keeping in most county offices and the fact that there was no general accounting system of any sort. Efforts are now being made to recover funds from ex-officials.

A survey by the Tennessee Taxpayers' Association was made and the major features of its recommendations were incorporated in a legislative program formulated by a league committee, with the assistance of the Tennessee Taxpayers' Association, the Bureau of Public Administration of the University of Tennessee and other interested agencies. This program was enacted into law by the 1947 General Assembly and is now effective. It consisted of two measures:

First, a bill to provide an inferior court for McMinn County, known as a Court of General Sessions, to divest justices of the peace of their judicial functions and to vest the same in the Court of General Sessions. This dealt a death blow to the "fee grabbing racket" from which the county had suffered. The judge and clerk of that court are paid salaries for their work and all fines and costs accrue to the county treasury.

Manager Plan Provided

Second, a county reorganization bill established a council-manager form of government in which is vested the policy-making and administrative functions formerly exercised by the quarterly county court, various boards, etc. This provides the county with what students of government consider the best form of local administration that is possible under the restrictions of the constitution and general statutes of Tennessee.

Those who drafted the bill and their advisers were urged to incorporate in the measure every feature and provision permissible under the state constitution and general laws that could contribute in any way to good, efficient and effective government. Nothing was written into the bill and nothing omitted from it because of any necessity to compromise with or appease any group or faction.

County Reorganized

Major features of the reorganization bill include a nine-man council vested with all the legislative and policy-making authority over the affairs of McMinn County that it is possible for the legislature to confer; a chief administrative officer, appointed by the council to serve at its will and responsible to it for all administrative and executive functions; three directors of departments appointed by the county manager and responsible to him for the proper functioning of their departments; and such other subordinate employees as may be required from time to time to perform properly, efficiently and effectively the work and services authorized by law and appropriate actions of the council. A carefully devised system of budgeting, purchasing and accounting under the direction of a trained and experienced public accountant is mandatory.

All these and various other reforms too numerous to mention here render this one of the most comprehensive pieces of legislation of its kind on record.

The constitutionality of the measure, recently attacked in the courts, has been upheld by Hon. Glenn W. Woodlee, chancellor of the Twelfth Chancery District of Tennessee, in an opinion rendered January 29. The suit has yet to be reviewed by the State Supreme Court but it is believed there is little possibility that the chancellor's decision will be reversed. Until this litigation is favorably resolved the full effectiveness of this reorganization cannot be realized.

Despite the fact that this is an impressive array of gains, we are acutely aware of the unfinished nature of the task and the dangers that lie ahead. These gains were scored during a time of enthusiasm following a period of extreme tension and crisis. Although great effort has been made to publicize every step it is too much to expect that what has been done is either fully understood or adequately evaluated by the electorate and yet that is the test it must undergo at the 1948 election.

The immediate problem is one of gaining the greatest popular understanding and approval of the things which have been done and to secure the election of honest and capable people to man the various posts of responsibility in the government. Great emphasis has been placed on the extreme importance of the selection and election of honest and capable officials.

The second purpose which the league has set for itself, as enumerated above, is to keep the public informed regarding the local government, and particularly the league's program for its betterment. This has been attempted through a column in the local daily newspaper, in which

all sorts of information regarding the government and its activities have been presented with interpretive comments.

Civic Group Publications

An annual report was published by the league at the close of its first year, outlining its history, purposes, accomplishments, future program, creed and philosophy of government, and its position on political parties. A copy of this report was mailed to every rural box holder and delivered by carrier to every home and business place in the towns.

A report on the government and administration of McMinn County[1] includes an official directory of agencies and officers with pertinent data regarding duties, tenure, salaries, etc.; a brief history of the county with data regarding its area, resources, industry, etc.; facts about public roads, schools and other public facilities and services; and a summary of county income and expenditures for the year for all purposes. This report was given wide distribution as a part of the program to keep the public informed.

The people of McMinn County displayed great courage in facing machine gun fire to rid themselves of as corrupt and vicious a political machine as ever ruled an American county; they organized their nonpartisan Good Government League to safeguard the gains that were made and to work constructively for better government; but whether that interest can be sustained, or whether it will give way to lethargy and indifference, only time can tell. The reforms thus far achieved give us renewed confidence that never again will a selfish minority gain control of our good county.

[1] *Know Your County Government,* First Annual Report on the Government and Administration of McMinn County, Tennessee. McMinn County Good Government League, Athens, Tennessee. December 1947.

Three Oil Towns Become One

Rise above local jealousies and technical difficulties; set pioneering pattern for contiguous places of nation.

By FRED HARTMAN*

THE rise of the chemical industry to boom proportions in the post-war era along the Houston ship channel, and the birth of a new industrial city of more than 21,000 along the banks of the same channel just before it makes its way into Galveston Bay, have been highest of high spots in recent months in southeast Texas.

It is the purpose of this article to tell the story of the Tri-Cities of Texas which until January 24, 1948, acted as a laboratory experiment in human relations. A study of problems faced and solved by this new community is in itself a liberal education in municipal government.

The Tri-Cities—Goose Creek, Baytown and Pelly—for most of the past 30 years have been three prosperous towns that all but surround the 2,600-acre plant of Humble Oil and Refining Company where 7,000 employees are engaged in processing oil. For years these three places struggled along as separate municipal entities with Goose Creek and Pelly incorporated and Baytown loudly claiming to be the second largest unincorporated city (7,500) in the nation.

The history of each of the three cities is a chapter in the saga of Texas oil. Baytown and Goose Creek were two miles apart. Goose Creek and Pelly were separated by a drainage ditch over which neither exercised sovereignty. Goose Creek Stream—a lazy little bayou—separated Baytown from Pelly. Pelly was once Goose Creek until a few citizens moved away one night, taking the post office with them.

In the consolidation process Pelly annexed Baytown, and the three communities became Pelly on February 15, 1947, when the consolidation was finally voted. And then eleven months later a council-manager charter was adopted which, among other things, changed the name of the city to Baytown. And while all of this was going on, the three communities for years had been state-chartered as the Goose Creek Independent School District. The lives of residents of these three municipalities were so closely entwined that it is hard to understand why they had to wait more than 25 years before the citizens finally agreed to consolidate their city governments.

The first town of Goose Creek came into being before World War I with discovery of the fabulous Goose Creek oil field. A well, called "Sweet 16" on the Sweet lease, was a 1917 gusher and it sired a boom town. Goose Creek was first a typical oil-field town, most of the time axle

*Mr. Hartman, editor of the Baytown, Texas, *Daily Sun,* a resident of the Tri-Cities for seventeen years, has been in the newspaper business for over two decades. His editorial column, "Sun Slants," was a contributing factor to the success of the consolidation movement and adoption of the council-manager plan described in his article.

deep in mud. Nearly 2,000 shallow wells were quickly punched. Very soon the derricks were so numerous Goose Creek moved away to another site, and the city was incorporated in its present location in 1918.

Left without a name, and for awhile without a post office, the original townsite of Goose Creek became the incorporated city of Pelly in 1922, named for its first mayor, F. T. Pelly.

Birth of Baytown

About the time Goose Creek was laid out a group of Texas oil men bought a tremendous nearby rice field and began to build a refinery. A company housing section and the stores needed to care for the workers signaled the birth of Baytown, as well as the present Humble Oil and Refining Company, an affiliate of Standard of New Jersey.

It was a rocky road these cities traveled from the point of view of government. Goose Creek forged ahead and by 1928 had become a home rule city with its own charter and a council-manager plan of government. The city was only three-fourths of a square mile in area with a population that grew steadily upward from the 5,000 it took to qualify for a special charter.

Goose Creek grew into the business hub of the community, but the other two communities also had their business districts and flourished, too, with the semi-monthly oil refinery pay checks the big money crop. Goose Creek in the 1930's began to expand geographically, but the Pelly city limit was a wall over which an annexation ordinance could not leap. All of the expanding had to go on in other directions.

Pelly put up a game battle in the race with Goose Creek, but it was usually second in a field of two. Citizens of Pelly, most of them the veteran residents of the area, never quite got over Goose Creek taking the post office "off into the prairie." During the depression Pelly's only bank (ironically chartered as the Goose Creek State Bank) found itself in evil days, and the first thing Pelly knew its financial institution had been taken over by a Goose Creek bank and moved away too.

Pelly proudly held to one distinction. The million-dollar Robert E. Lee High School of the Goose Creek Independent School District was located within its limits. Goose Creek even tried to annex the high school campus before a district court injunction halted the effort.

Pelly was the larger geographically, but much of the land values were far below those in the more compact city of Goose Creek. As early as 1929 an effort was made to consolidate Goose Creek and Pelly (Baytown being a remote two miles away and not considered in the project). This effort failed at the polls and both municipalities took hitches in their belts and resolved to go their separate ways.

Another ill-conceived consolidation effort fizzled in late 1944. It was sponsored by the Tri-Cities Junior Chamber of Commerce. This time the citizens of Goose Creek voted a charter amendment that provided for Pelly to become a part of the larger city, but the citizens of Pelly polled within 20 per cent of their possible total vote to turn their backs on the consolidation proposed by the young men.

Within a year, however, a plan of consolidation conceived by City Attorney Shannon L. Morris of Pelly planted a tree that finally bore fruit. Pelly by then claimed a population of 5,000 and on December 7, 1945, it voted itself a home rule city replete with charter. One of the terms of the charter provided for annexation of contiguous and unincorporated territory by commission action. The polls closed that day at 7 P.M. and a few minutes later a special meeting of the city council was held to canvass returns of the election.

Pelly Annexes Baytown

The new commission's first action was adoption of an ordinance annexing the "contiguous and unincorporated" section of Baytown. Baytown was 50 per cent bigger than Pelly in population. It had no city government; the only semblance of municipal control was vested in three waterworks districts, each under special state charter. There were many citizens of Baytown who realized that consolidation was a MUST of the future, but they decided to resist annexation by Pelly even though it was explained to them as only a legal step in the ultimate consolidation of all three towns.

The Baytown water districts retained legal counsel and sought to stop final passage of annexation on the ground that the water districts had certain rights granted by the state which no outside municipality could legally assume without permission. The Baytown position prevailed in a lower court and was upheld by a Texas court of civil appeals. Meanwhile, Pelly had been joined in the litigation by larger cities of the state which would have been precluded from ever enlarging their municipal boundaries in the face of state-chartered water districts in their suburbs. The State Supreme Court reversed previous decisions and held Pelly's action to be legal and in the public interest.

Almost a year to the day after passage of the Pelly ordinance on first reading, the court decision was handed down. This was the end of Baytown legally, but rigor mortis definitely did not set in. The Goose Creek city commission stepped into the scene and set a consolidation election for February 15, 1947. So did Pelly—for the same day. Under Texas law when two cities vote to consolidate the larger in population takes over the smaller. Consolidation carried in both cities by wide margins. Baytown people, of course, voted in Pelly.

In addition to the official question of consolidation, there were two straw votes taken at the same time. One was on a name for the new city, the other on whether a commission should be set up to write a new city charter. Consolidation carried. Baytown was the name chosen for the new city and the citizens expressed themselves in favor of a new charter. The majorities were decisive, too, but the big question remained: Would Goose Creek take over Pelly (plus Baytown) or would Pelly (plus Baytown) take over Goose Creek? Neither city commission would budge. An agreed admission by Goose Creek that it was the smaller failed when the city commission called it "municipal suicide."

Both city commissions finally

agreed to ask the federal Bureau of the Census to come in and take a special count to settle the question, with the winner to pay and the loser to pass into oblivion. The final score was:

Pelly (plus Baytown)	11,030
Goose Creek	9,928

Within 45 days a new Pelly city council had been chosen. Pelly's diminutive mayor, popularly considered the smallest in Texas, defeated both Goose Creek's mayor, the tallest in the state, and the president of a Baytown water district. Incidentally, Pelly's mayor owned a drug store in Pelly and previously had worked in both Baytown and Goose Creek. The five-man commission was made up of two Pelly holdovers, two from Goose Creek (one elected and one appointed to fill out a term after a resignation), and one elected from Baytown. This action came in April 1947.

New Charter Drafted

One of the early acts of the mayor was appointment of a fifteen-man committee to draft a new charter. Business men, professional men and refinery workers made up the committee, and they worked five months preparing a charter that provided for a strong city manager with wide administrative powers to work out the multiple problems that consolidation had intensified.

Ninety days after reorganization of the government, the city council retained as manager Bill N. Taylor, prominent and experienced manager of several Texas cities, to unify all operations and make consolidation a reality instead of a mere legal fact. The various police departments were quickly reorganized into one and the three volunteer fire departments quickly formed a central unit operating out of three stations under a single chief.

The charter committee called the manager into its deliberations in an advisory capacity. The committee reported "ready" with its charter by September of last year. Before a date for the election could be set, however, the city attorney raised a legal point that proved a barrier in the path of the new charter. He ruled that the work of the charter committee was illegal because the group should have been elected and not appointed.

The members of the charter committee agreed to submit themselves as candidates on a platform of the charter they had written. Before the ink was dry on their announcement an opposition ticket was in the race. It was headed by the mayor who had appointed the original charter committee in the beginning and it opposed many of the strong city manager provisions. The voters upheld the original charter committee by another decisive majority.

The duly elected charter commission was formally given the oath of office to give legality to its charter. Then, in a move for harmony, the group rewrote several of the bones of contention in the new charter. The principal change was deletion of a clause that would have provided criminal prosecution for a member of the city council seeking to influence the city manager in his administrative duties or in supporting appointment of any person for a public

position over the objection of the city manager. This charter was adopted by voters on January 24, 1948, and now a new Baytown emerges two years and a month after the first move toward consolidation was made.

Plans for the Future

A $10,000,000 construction program of industrial, commercial and residential building is in progress in the city. Included are a new dock, public buildings, a street improvement program and a 400-home housing project.

Every piece of taxable property in the new city will be analyzed by a firm of tax engineers during the coming year in an effort to equalize the tax burden. The city manager's search of the tax records of Goose Creek and Pelly revealed that basic tax values on real estate and improvements had not been changed since 1932.

The city is operating during its first year on a pinched budget of $455,137 produced on a tax rate of $1.86 per $100 on tax values of about $10,000,000, and from income of five waterworks systems now being operated as one. The consolidated bonded debt rests at $1,587,750. Phenomenal growth of the city and the tax equalization program are expected to double the city's values for taxes within a calendar year.

The legal ramifications of the consolidation of the various agencies were many and varied—and inevitable. They all may be settled within a very short time when the attorney general of Texas is asked to approve a $130,000 bond issue voted by the people to finance a swimming pool and bath house. Approval of the bonds by the state and by nationally prominent bond attorneys will be tantamount to approval of all action incident to the unification effort.

Baytown is already an internationally known seaport with 40 per cent of the tonnage leaving the port of Houston originating at the Baytown Humble docks.

Within the next decade the new city is expected to take its place among the first twenty cities in Texas and to have a big part in the continued industrial development of the rapidly expanding Texas Gulf Coast.

This consolidation represents a pioneering job which might well turn out to be of considerable value to contiguous communities throughout the country. It is a case where narrow neighborhood provincialism has been overcome by a group of civic-minded people who realized that, by merging their interests, they could accomplish far more than by muddling along with three independent municipalities in which local jealousies rather than a united effort prevailed.

News in Review

City, State and Nation . . . . . *Edited by H. M. Olmsted*

Manager Plan Continues Its Record Growth

Four New Hampshire Towns Bring State Total to Ten

FOUR New Hampshire towns voted on March 9 to adopt the town manager plan as provided for by state legislation. The towns, with their 1940 population, are **Newport** (5,304), **Littleton** (4,571), **Lancaster** (3,095) and **Meredith** (2,192). This brings the total of manager communities in New Hampshire to ten, whereas six months ago there was only one. In three other towns the plan was defeated by narrow margins on March 9: **Bethlehem,** by 11 votes out of 351; **Belmont,** by 16 votes out of 214, and **Bristol,** by a single vote.

In the four towns adopting the plan advisory committees of citizens were created to assist in obtaining a competent manager, to determine his salary and to meet with the selectmen and the manager at least once a month. Such a committee is reported to have worked well in **Conway** when the manager plan was adopted in 1946 but was opposed by the selectmen.

The citizens of **Brunswick, Maine,** (8,658) voted 1,703 to 1,596 to adopt the manager plan at their town meeting on March 8. **Farmington** (3,753) and **Islesboro** (718) in the same state also adopted the plan at March town meetings. **Newport** and **Tremont** defeated town manager proposals.

Holton, Kansas, (2,885) adopted the council-manager plan in March.

On March 9 citizens of **Lodi, California,** (11,079) adopted the council-manager plan by a vote of 1,022 to 679.

Santa Cruz, California, (16,896) adopted a council-manager charter on March 2 by a vote of approximately 2,500 to 1,000. The total vote was about 35 per cent of the registration. The charter will go to the state legislature for approval. Election of the seven-man council is expected to occur in May. The previous charter was adopted in 1911.

The **Hawthorn, California,** city council, which adopted a city manager ordinance last November, appointed a manager in January.

Marietta, Georgia, now has a city manager, recently appointed.

A movement for the town manager plan is under way in **Lisbon Falls, Maine.**

At elections in Vermont on March 2, **Montpelier,** the capital city, retained the manager plan by a vote of 1,017 to 394, out of a total registration of about 4,000. The town of **Manchester** also retained the manager plan, 341 to 91. The town of **Dorset** voted against a proposal to adopt the manager plan, 111 to 51.

The town of **Bennington, Vermont,** voted at the town meeting in March to have legislation prepared, "designed to charter a governmental unit to be composed of any one or more of the municipal governments now operating within the limits of the town of Bennington which may vote to join such unit." The town and village of the same name, contained within the town, have shared a manager for some time.

In **Medford, Massachusetts,** where the manager plan (Plan E) goes into effect in January 1950, the Plan E Civic Association is conducting a membership drive and an educational campaign to give citizens a more comprehensive idea of the new government.

Public hearings before a **Massachu-**

setts legislative committee considering a bill to permit **Boston** to adopt Plan E (city manager and P. R. council) brought out enthusiastic support for the plan and also bitter opposition. Over 300 people attended the hearing where supporters of the plan spoke, and about 75 attended when opponents held forth. Hearings on a bill to permit a vote on Plan E in **Somerville** this fall also produced much discussion.

A report on a survey of municipal government in **Springfield, Massachusetts,** by J. L. Jacobs and Company, includes a recommendation for the manager plan and P. R., as well as consolidation of 30 departments into ten and cooperation with governments of neighboring municipalities in the interests of metropolitan planning and rendition of various public services.

Despite opposition of present selectmen, there is a movement for the town manager plan in **Templeton, Massachusetts.**

The voters of **Amesbury, Massachusetts,** defeated a proposed town manager charter on March 8.

At a town meeting in **Ipswich, Massachusetts,** on March 1 it was voted that legislation providing the town manager plan be drafted, presented to the legislature and, if passed, submitted to referendum.

Enabling legislation to permit **Rhode Island** communities to adopt specific forms of local government, including the council-manager plan, has been drafted for presentation to the legislature. The **Newport** Charter Revision Commission is especially interested in the proposal which would permit adoption of the manager plan.

The **Woonsocket, Rhode Island,** *Call* and the local Taxpayers' Association are actively working for governmental improvement and emphasizing the manager plan.

An official commission to consider consolidation of the town and the borough of **Wallingford, Connecticut,** has recommended a mayor and "advisory" council to be chosen by a "meeting" made up of a representative for each 500 voters and ten elected at large; but the council-manager plan is being advocated by citizens as a much better idea.

An executive manager for **New York City** has been urged by Henry Bruere, former director of the Bureau of Municipal Research and former city chamberlain. He would retain the Board of Estimate, however, with the mayor a powerful member.

The **Pennsylvania** State Chamber of Commerce stated on March 10, in a report on taxation: "The city management plan in itself undoubtedly would help to lower costs and improve efficiency."

The council-manager idea is gaining headway in **Bloomfield, New Jersey.** Charles O. Heckel, former councilman, recently urged the manager plan with a council elected at large.

The Junior Chamber of Commerce of **Henderson, North Carolina,** is campaigning for the manager plan.

Camden, South Carolina, is planning an election on the manager plan as successor to the present aldermanic form.

The council-manager charter for **Richmond, Virginia,** previously adopted by an overwhelming vote in that city, was unanimously approved by the House of Delegates and by a 34 to 5 vote in the Senate after relatively minor amendments. The bill was signed by Governor Tuck on March 5.

A manager charter for the village of **Avon Lake, Ohio,** is under consideration by the Kiwanis Club and other organizations in connection with a possible future change to city government.

A bill in the **Kentucky** legislature to permit the city commission in second class cities to remove a manager by majority vote without showing cause was unanimously adopted by the Senate in unprecedented haste upon the urging of the floor leader, Senator R. P. Moloney of Lexington. The House of Representatives followed suit by a vote of 76 to 4 on March 2.

Purpose of the bill is to permit the city council of **Lexington** to remove summarily the present manager, appointed by the outgoing administration. The Court of Appeals ruled on February 20 that the manager could not be removed without cause by less than four members of the city council. The bill has been attacked by supporters of non-political council-manager government. The Louisville *Courier-Journal* declared that "too many city halls believe they can get by with a city manager and politics, too."

An election on November 5, 1946, in **Nicholasville, Kentucky,** resulting in adoption of the manager plan, has recently been declared by a state court to be void because of improper wording of the question on the ballot.

In **Trenton, Tennessee,** a council-manager proposal was defeated on February 24 by a vote of 336 to 89.

The **Mississippi** legislature has passed an act, now signed by the governor, enabling cities of more than 30,000 to adopt the council-manager plan by popular vote. The bill was originally drawn to apply to cities of 21,000 and more—**Hattiesburg** and **Meridian**—but was amended to include only the latter. Meridian citizens have organized a sponsoring committee to secure signatures to the necessary petitions (20 per cent of the qualified voters) and to conduct a campaign for the plan's adoption.

Clare, Michigan, votes on a council-manager charter April 5 and **Coldwater** will do likewise May 24.

A proposed council-manager charter for **St. Cloud, Minnesota,** was defeated February 20 by a vote of 3,992 to 2,376. About half the registered voters participated.

In **Willmar, Minnesota,** the charter commission has unanimously voted to recommend a council-manager type of government to the voters.

A charter commission in **Fergus Fall, Minnesota,** is reported as strongly in favor of the manager plan.

As a result of petitions filed in **Wisconsin** cities, votes on adoption of the council-manager plan are scheduled for April 6 in **Sparta, Watertown, Rice Lake, Eau Claire** and **Tomah,** as well as **Kaukauna,** already reported. Interest in the plan has been expressed in **LaCrosse** and **Richland Center.**

Columbia, Missouri, is attempting another council-manager move by proposed adoption of a modified manager charter under home rule. A petition for election of thirteen charter commission candidates has been filed with the council.

The Junior Chambers of Commerce of **Kirksville** and **Malden, Missouri,** are deeply interested in the manager plan.

On March 9 **Excelsior Springs, Missouri,** voted 770 to 580 to retain the council-manager plan.

An active campaign for a commission-manager form of government, under state law, is under way in **Monroe, Louisiana,** with active support from the League of Women Voters, service clubs, etc. A popular vote on the subject has been called for and is expected soon.

Petitions have been circulated in **Crete, Nebraska,** asking for an election on the question of adopting the manager plan.

A campaign is under way in **Garden**

City, Kansas, for adoption of the plan, with the support of the *Daily Telegram*.

A manager charter for **Greenville, Texas,** which has been drafted by a charter commission, is expected to be submitted soon to the city council and then to the voters.

A movement to obtain a popular vote on the manager plan for **San Antonio, Texas,** not later than May is in progress.

The **Delta, Colorado,** charter convention has voted three to one for the manager plan.

After ten months of research the Citizens' Committee on Municipal Affairs in **Napa, California,** has recommended the manager plan to the city council along with other recommendations.

A manager proposal will be voted on in **Oceanside, California,** on April 13.

Monterey Park, California, will vote at the April municipal election on a proposition for the council to engage a manager. The council decided on March 2 to submit it to the people.

A popular vote on adoption of the manager plan will be held in **Manhattan Beach, California,** on April 13.

The *Sun-Star* of **Merced, California,** has undertaken a campaign of educational publicity for the manager plan which is to be voted on in that city in April.

A revised council-manager charter is in course of preparation in **Long Beach, California,** where the plan has been in effect since 1921. It is hoped that the city council will submit it to vote later this year.

In **Portland, Oregon,** the American Veterans' Committee is urging a change from the commission plan to council-manager government and the circulation of petitions calling for a popular vote on the subject in November.

The Municipal League of **Tacoma, Washington,** has asked the city council to call an election of a board of fifteen freeholders to draft a new city charter. The manager plan is considered as a possibility, but the league is not taking a position on the matter.

A special committee of the **Yakima, Washington,** Chamber of Commerce has reported, after a study, that it found it difficult to obtain arguments in opposition to the manager plan.

Twenty of the 21 city managers in **Oregon** attended a two-day meeting at Portland, February 14-15. A week later 53 **California** managers met at Santa Monica for three days, half the time being given over to discussion of the manager's job and the remainder to various city problems.

New Charter Vote in Denver Denied

District Judge Robert W. Steele has ruled in Colorado that to obtain a further referendum on a new charter for Denver[1] it will be necessary to circulate new petitions calling for a vote on the question at a special election. A popular vote on a newly drafted charter was taken on May 20, 1947, resulting in defeat. It was contended that the law required successive conventions and elections until a charter is approved, but Judge Steele decided that such provisions, in Article XX, Section 4, of the state constitution applied only to the first charter, and that the calling of an election on the question of a charter convention is now governed by Section 5, in which the provisions mentioned are not incorporated.

The decision may be appealed to the State Supreme Court.

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[1]See the REVIEW, December 1947, page 634.

Special Legislation Studied in North Carolina

A commission created last year by the North Carolina legislature is making a study of methods of dealing with the problem of local and special legislation. On the basis of its investigation it is to recommend such additional constitutional provisions as are thought necessary to restrict such legislation and authorize home rule for localities. Its study includes an investigation of the results of similar efforts in other states.

Villages Consider Merger When Debt-free

Now that a debt-free condition is in prospect for the "Twin Villages" of Carthage and West Carthage, New York, renewed attention is being given to the advantages of consolidation. West Carthage has no debt; Carthage paid its last water bonds in 1947 and expects to eliminate all debt not later than 1951.

Redevelopment Plans for Philadelphia

The Philadelphia City Planning Commission has certified ten areas for redevelopment to the Redevelopment Authority of that city as a step toward revitalization of worn out and uneconomical neighborhoods. Various other steps will be necessary before actual redevelopment starts. The Planning Commission will provide the Redevelopment Authority with land use studies and specific plans for the area; meanwhile the authority will be enabled to make some studies of other matters in the area and hold initial conferences with prospective developers.

The ten areas cover approximately 4,300 acres, containing nearly 51,000 dwelling units, with a population of about 164,000 persons.

Preliminary certification was agreed upon in keeping with a policy of having the public and city council advised of progress along the way of rehabilitating some of the substandard spots within the city. In this way, the public and officials will have an opportunity to advise and help shape the plans for redevelopment as they materialize rather than, as the redevelopment act specifies, wait until public funds have been expended on complete plans and a program worked out with redevelopers. There are various portions of these areas where improvement and rehabilitation are needed first.

The ten areas were selected as a result of a city-wide survey of housing and environment which has been under way for several months. This survey, based on the scientific technique of the American Public Health Association, shows factually the location of substandard housing conditions and the areas which contain serious blight.

Many of the worst areas of blight and substandard housing, as indicated by the survey, are not as yet included. Because of the housing shortage it was decided to designate the areas where the most practical start can be made and where redevelopment can be accompanied by important scheduled public and institutional improvements.

In most cases the rebuilding will be done by private interests who may be builders, housing corporations or such large-scale developers as insurance companies. The redevelopment act provides the way for private capital and public agencies to work together for city betterment. The city, through the Redevelopment Authority, is enabled to acquire worn-out structures and badly planned land for rebuilding according to an appropriate plan for the neigborhood and the whole city.

Under the act suitable housing must be available for the families that would be temporarily displaced. The Planning Commission stated that since most of these families are in low income groups, there will have to be an accompanying program of public housing through the Philadelphia Housing Authority.

Institute for Urban Land Use and Housing

Columbia University, New York City, is fostering research on the problems of the nation's housing and development of urban communities by establishment of the Institute for Urban Land Use and Housing Studies.

Dr. Ernest M. Fisher, professor of urban land economics at Columbia, has been appointed director of the institute. Working with him will be a board of university experts in economics, architecture, sociology, law, business and other fields, comprising the institute's administrative board. An advisory board will be headed by Henry Bruere, president of the Bowery Savings Bank, New York City. It will include Elliott V. Bell, superintendent of banks, New York State; Walter H. Blucher, executive director, American Society of Planning Officials, Chicago; Commissioner Howard S. Cullman, chairman, Port of New York Authority; two insurance company officers and two title company officers. A grant of $100,000 for the work of the institute has been awarded by the Rockefeller Foundation.

One of the major purposes of the institute is to combine the resources and techniques of the several fields of studies which can contribute to the understanding of the nation's housing problems and the trends which influence growth of our centers of population. New York and surrounding communities will be only one of the areas of study. Results of the investigations will be published as they are completed.

Another basic aim of the institute will be to facilitate the training of graduate students in the techniques of investigation and the processes of analysis of land use and housing problems.

Schools and departments of the university which will cooperate include the Schools of Law, Architecture and Business; the Departments of Economics, Sociology and Public Law, and the division of Housing and Planning.

Veterans' Preference Legalized in 21 States

Veterans' preference in the civil service is now recognized by law in at least 21 states, according to information gathered by the National Civil Service League from states whose merit systems apply to a substantial portion of state employees.

In eleven states disabled veterans get a 10-point preference in examination for original appointment, while non-disabled veterans receive a 5-point preference. In California, Kansas and Michigan the corresponding bonuses are 15 and 10 per cent. In Kansas a 15-point preference is limited to veterans who have a disability of at least 15 per cent, while in Michigan a 15-point preference is given only to veterans who are more than 50 per cent disabled.

All Ohio veterans get a credit of 20 per cent of their earned examination rating in the computation of their final score, while all ex-servicemen of Pennsylvania get a 10-point preference and are placed at the top of the eligible list.

New York veterans who pass state examinations are placed at the head

of the eligible list with disabled veterans first.

Illinois veterans who pass examinations and who "possess the business capacity necessary for the proper discharge of the duties" of the position in question are placed at the head of the eligible list for original appointment.

In Maryland, the extra points given veterans may count toward attaining a passing grade in the state civil service examination. Other states follow the practice of adding the preference points to the earned passing mark in the examination.

Preference laws of seven states—Colorado, Massachusetts, Minnesota, New Jersey, New York, Ohio and Pennsylvania—apply to municipalities within the state as well as to the state service.

Amendment to Simplify California Constitution

The California legislature's Joint Interim Committee on Constitutional Revision has been working on a report to the 1949 legislature, including proposed amendments, one of which would shorten the constitution, adopted in 1879 and amended 256 times. Assemblyman A. W. Robertson, chairman, urges that state administrative agencies be incorporated into a distinct department coordinate with the legislative, executive and judicial departments. He stated that "a large number of these agencies are specifically provided for in the present constitution, which takes many pages of text to state, while many others are created in and governed by statutes." He believes that an administrative agencies branch could be dealt with in a few pages as against 40 to 50 pages of the existing constitution.

Administrative Internships for New York Schools

An experimental program has been developed by the New York City public school system calling for selection of eight interns for positions of high school principals and eight for assistant superintendents. Measures are to be taken to eliminate favoritism and to provide equal opportunity to members of the teaching staff.

Interns are to receive day-to-day experience in administrative and supervisory positions. Their success in handling these assignments would determine final selection for the administrative positions.

The superintendent of schools and the board of examiners will administer the internship program, for which an appropriation of $54,300 has been included in the proposed 1948-49 school budget. If the experiment is successful the program may be extended to other administrative and supervisory positions.

Correction.—In its editorial entitled "And Then There Were Twelve!" (January, page 3) the REVIEW was in error in listing Bath, Maine, as one of twelve cities still having bicameral councils. Bath adopted a council-manager plan charter in 1947 which provides for a unicameral council of fourteen members.

Researcher's Digest . . . . . *Edited by John E. Bebout*

Rising Costs and Tax Bills Get Attention

Facts and Views on Budgets, Debts, Accounts, Assessments

THE **Detroit Bureau of Governmental Research,** Loren B. Miller, director, has been discussing the city's budget. An issue of *Bureau Notes* deals with the "City Budget Crisis," noting that the current deficit is an indicator of a grave situation. A series of graphic analyses, entitled *Budget Backgrounds,* deal with the cost of government, city revenues and appropriations, city operation and maintenance and the department of public works.

Budgets are also considered in issues of the following publications: Allegheny County 1948 budget, *Newsletter,* **Pennsylvania Economy League's Western Division,** Leslie J. Reese, director; Buffalo and Erie County budgets, *Just a Moment,* **Buffalo Municipal Research Bureau,** George G. Sipprell, managing director; next Hartford budget, a comparison and explanation, *Taxpayers' Business,* **Hartford Governmental Research Institute,** Leslie M. Gravlin, director.

The New Jersey Taxpayers Association, A. R. Everson, executive vice president, has released an article in pamphlet form whose purpose is "to assist the ordinary taxpayer . . . in interpreting municipal and county budgets which under law must be published in local and county newspapers." The article, entitled *A Taxpayer Views a Municipal Budget,* explains each item found in the average budget.

Two recent issues of *Citizens' Business,* **Philadelphia Bureau of Municipal Research,** Robert K. Sawyer, director, note that the city's gross and net bonded debts were reduced in 1947, thus reestablishing the long downward trend in those debts which was broken in 1946.

The **Massachusetts Federation of Taxpayers' Associations,** Norman MacDonald. executive director, predicts in its *Taxtalk* that the state's bonded indebtedness will rise to about $130,000,000 this June, stating that a large part of this increase is due to the borrowing of $75,000,000 to pay veterans' bonuses.

In a series of bulletins on bond issues to be voted on in Milwaukee in April, the **Citizens' Governmental Research Bureau** of that city, Norman N. Gill, director, analyzes a number of permanent improvement programs.

Constitutional debt and tax limitations are discussed in an issue of *Comments* of the **Lackawanna (New York) Tax Research Bureau.**

Local and State Expenses

The operating cost of Iowa cities receives attention in the *Iowa Taxpayer* **(Iowa Taxpayers Association,** Joe L. Long, executive secretary). Using a number of tables showing detailed expenditures of the 44 cities of Iowa having more than 5,000 population for the fiscal year ending March 31, 1947, the association concludes that their operating costs have risen almost 14 per cent over the preceding fiscal year.

Costs in smaller Iowa cities are up 15 per cent, according to another issue of the *Iowa Taxpayer.* A table showing the comparative total operating and per person costs of the 71 Iowa cities of less than 5,000 population for the years ending March 31, 1946 and 1947 is included.

The "present financial crisis" of **Springfield, Illinois,** is dealt with in a summary of a report of the **Special Citizens' Committee** appointed by the city council of Springfield to examine current revenues and expenditures and study ways and means of obtaining additional revenues for the city. The summary was prepared by the **Springfield Chamber of Commerce** and the **Sangamon County Public Expenditure Council,** and is entitled *Your City Has Everything But—Money.*

A fifteen-page pamphlet containing financial data on Providence has been published by the **Providence Governmental Research Bureau,** Robert E. Pickup, executive director. Providence city finances and school salaries receive attention in a bureau bulletin.

A recent issue of *Citizens' Business* **(Philadelphia Bureau of Municipal Research)** compares patrolmen's salaries and working conditions in thirteen large cities.

Salary and wage data of municipal employees in Michigan cities of over 10,000 population in 1946-47 are covered in a recent tabular report issued by the **Michigan Municipal League,** John H. Huss, director.

The reasons for rising state expenditures are outlined by the **Arkansas Public Expenditure Council,** Sam Hays, executive director, in an issue of its *You and Your Government.*

The *North Dakota Taxpayer* of the **North Dakota Taxpayers Association,** Archie H. McGray, secretary, devotes an issue to a financial report of North Dakota counties for the fiscal year ending June 30, 1947.

Schools Cost Money, Too

"Our Schools Have Lost Purchasing Power Since 1940" is the subtitle of a bulletin, "School Finance Today," an issue of *The Public and Education* published by the **National Education Association of the United States,** Willard E. Givens, executive secretary. According to the association, "the only cure for inequality and denial of educational opportunity is federal aid for public education," distributed in a manner that continues local and state control of the schools.

School finances are tabulated in *Taxpayer,* **North Dakota Taxpayers' Association.** Detailed figures for each county are given, together with a summary.

Public School Expenses and State Aid in Connecticut's 169 Towns and Cities is a 21-page tabulation issued by the **Connecticut Public Expenditure Council,** Carter W. Atkins, executive director. For each locality, figures for 1943 through 1948 are shown on "total resident average daily membership," and total and per pupil net current expenses and state aid.

The **Taxpayers' Association of New Mexico,** Rupert F. Asplund, director, reports in its *New Mexico Tax Bulletin* that the Educational Survey Board of New Mexico is to make a comprehensive survey of New Mexico public education, covering state, county and district organization and administration; curriculum and instruction; teacher personnel; school buildings; transportation; school financing; and higher education. Preliminary findings will be released in May and the final report next October.

School expenditures in 1946-47 in New Mexico are summarized and public welfare costs are tabulated in another *New Mexico Tax Bulletin.*

State Aid and Taxes

The **Woodbury County Taxpayers Conference,** James L. Barclay, executive secretary, in Sioux City, Iowa, compares the amounts paid into the state treasury by residents of the county with the amounts received by the county in the form of state aid,

observing that the former are some $2,000,000 more than the latter.

The **Missouri Public Expenditure Survey,** Edward Staples, executive director, has released a brochure considering two proposed plans of state aid to municipalities. The publication advocates adoption of a permissive income tax plan rather than the alternative state subsidy plan.

The **Connecticut Public Expenditure Council** computes the possible yield of an individual income tax for Connecticut in its *News and Views.*

The Jasper County Taxpayer summarizes the provisions of the Missouri state intangible tax and state income tax. The bulletin is published by the **Jasper County Tax Economy Association,** Gerald N. Hardy, executive secretary, in Carthage, Missouri.

Municipal revenues are discussed by Jo Bingham, research senior of the **Tax Foundation,** in an article in that organization's *Tax Review,* "Home Revenue for Home Rule."

The upward trend in California fiscal matters continues in property taxes, cost of relief and support of the public schools, according to articles and tables in issues of the **California Taxpayers' Association's** *Tax Digest,* Jessie K. Grant, editor.

The **Chicago Civic Federation,** Harland C. Stockwell, executive secretary, discusses the probable 1947 Chicago tax rate, estimating it as $2.874 per $100, in a recent bulletin.

New cigarette taxes and rate changes are summarized in a supplement, published by the **National Association of Tax Administrators,** to the annual digest of tobacco tax laws of the **National Tobacco Tax Association.**

Duluth taxes in 1948, salaries in public schools and bonded debt are statistically summarized in a bulletin from the **Duluth Governmental Research Bureau,** Harry R. Reed, executive secretary.

The **Utah Foundation,** Stanley J. Stephenson, managing director, has issued a twenty-page booklet consisting of tables comparing property taxes in sixteen western states for selected years from 1925 to 1946.

Three tables covering 1947 Colorado county levies for all general purposes, a comparison of 1947 and 1948 property taxes on homes of $3,000 assessed valuation and Colorado 1947 old-age pension payments are presented in a *Colorado Taxpayer* of the **Colorado Public Expenditure Council,** Fred Bennion, executive director.

Taxes—property tax assessments and state and local tax relations—are discussed in two bulletins from the **Rochester Bureau of Municipal Research,** W. Earl Weller, director.

Assessment of real estate in New Haven is discussed in detail in an issue of *Council Comment* of the **New Haven Taxpayers' Research Council,** Merle W. DeWees, executive director.

Budgeting and Accounting

The **Institute of Local Government of Pennsylvania State College,** H. F. Alderfer, director, has developed a new accounting and budget control system, which has already been adopted by about 50 Pennsylvania boroughs. Consisting of 82 ruled, printed forms in a loose-leaf binder, it is designed to aid borough officials without accounting training to keep an accurate set of borough accounts. Further information may be secured from the institute or from the Pennsylvania Municipal Publications Service, State College, Pennsylvania.

The **Pennsylvania Economy League's State Division** advocates a uniform fiscal calendar for Pennsylvania in an issue of *Topics.*

The allotment plan of budget control is advocated by the **Pennsylvania**

Economy League's Western Division, in a *Newsletter* entitled "No One Struck it Rich—An Editorial Comment on Taxes and Budget Methods."

Adoption of a uniform system of accounting by Canada and its nine provincial governments is recommended by the **Citizens' Research Institute of Canada,** Eric Hardy, director, in a recent open letter.

Law Enforcement and Other Service Problems

The **Portland (Oregon) City Club,** Margaret Clarke, executive secretary, has issued two bulletins on public problems in Portland and Multnomah County. The first, concerning law enforcement, concludes that "gambling, prostitution, bootlegging and other forms of vice have been carried on openly and notoriously throughout the city for a period of several years past" and makes several recommendations for law enforcement. The appendices summarize the relevant laws and other information. The second is a study of juvenile delinquency in the Portland area. After a thorough review of the situation the report concludes with, among others, general recommendation that Oregon law be revised in order to incorporate many of the features of the California Youth Authority Plan.

The **St. Louis Governmental Research Institute,** Victor D. Brannon, director, has published *The St. Louis Police Department—A Resurvey.* The report is a thorough treatment of all divisions of the police department, with the special purpose of comparing present conditions to those outlined in the survey of the department made by the institute in 1942. The summary notes that the department has made much progress since 1942, but lists the recommendations then made which have been only partially adopted or not adopted at all.

The **Bureau of Public Administration of the University of California** (Berkeley) has released *The Crime Problem in California—A Selected Bibliography,* by Dorothy C. Tompkins. The sixteen-page booklet is priced at 50 cents.

The **Municipal League of Seattle,** C. A. Crosser, executive secretary, sent out questionnaires to officials in a number of large cities on their methods of handling taxicab licenses. It has recently issued a bulletin summarizing the replies.

The **Detroit Bureau of Governmental Research** has devoted two issues of its *Bureau Notes* to a poll it conducted on Detroit citizens' evaluations of city and state officials, five city service departments and the state liquor administration.

Snow removal in Buffalo is described for the benefit of other cities in an issue of *Just a Moment,* **Buffalo Municipal Research Bureau.**

A recent **Tennessee State Planning Commission** *Newsletter,* Charles L. Crangle, editor, concerns local public works planning: garbage disposal (the sanitary land fill method is advocated for small municipalities), water rates, sewer lines and local hospitals.

The **Philadelphia Bureau of Municipal Research** has published a 32-page report on *Repair of Sanitation and Highway Equipment* by Robert K. Sawyer, bureau director. Undertaken as part of the Cleaner-Philadelphia study, the report discusses the Philadelphia situation in repair of such equipment, shows how ten other large cities in the United States are handling the problem, appraises repair procedures in general, and finally makes eleven recommendations for Philadelphia designed to expedite repair and maintenance of city sanitation and highway equipment. The report is summarized in a recent number of *Citizens' Business,* the bureau's bulletin.

John W. Edwards, research assistant for the **League of Kansas Municipalities,** has an article in the league's magazine, *Kansas Government Journal,* John G. Stutz, editor, on "Public Recreation in Kansas," a survey of programs, budgets, methods of operation and activities carried on by city and school recreation commissions. The same issue carries a tabulation by counties of Kansas sales and use tax collections in 1947 with residue uses.

A recent issue of *Your Government,* bulletin of the **University of Kansas Bureau of Government Research,** Ethan P. Allen, director, discusses the growing public health services in Kansas and the office of county attorney.

An Administrative Survey of Indigent Health Service, Maricopa County, Arizona, is a report covering the period January 1, 1943, to November 30, 1947, issued by the **Arizona Tax Research Association,** S. A. Spear, managing director. In general, the report covers expenditures and administration of the indigent department and the county convalescent unit, with tables and graphs showing comparisons throughout the period. A number of recommendations are made.

Small Government Career Service: A Manual for Maryland is the title of a 56-page study by Claire Bracken, research assistant at the **Bureau of Public Administration of the University of Maryland,** of which Joseph M. Ray is director. It covers all customary aspects of the subject and includes a comprehensive bibliography and recommendations by the author.

The city council of Philadelphia has by resolution extended the city's **Committee of Fifteen** until December 31, 1948. The committee made its first report on March 1, the date on which it was originally to expire. It is composed of ten citizens and five members of the city council, all appointed by the mayor and the president of the council. Its research work has been divided among the **Philadelphia Committee of the Pennsylvania Economy League,** Charlton F. Chute, director (analysis of work operations of city and county departments and a study of the Bureau of Police by J. M. Leonard, police consultant of the league); the **Philadelphia Bureau of Municipal Research** (determination of how much additional revenue can be collected under existing laws and ordinances); and the **Philadelphia Chamber of Commerce** (study of amount and method of increasing compensation for city and county employees). A summary of some of the results of the committee's work is given in a recent issue of the Bureau of Municipal Research's *Citizens' Business.*

Some State Concerns

Problems of the Public Service is the proceedings of the section of that name of the Twelfth Annual Institute of Government in 1947, published by the **University of Washington Bureau of Governmental Research and Services,** Donald H. Webster, director, in cooperation with the **Division of Adult and Extension Services** of the university. The 70-page pamphlet is divided into two broad fields: "Government and Organized Labor" and "Program of Assistance for Smaller Units of Government." The former considers labor legislation, labor's responsibility to government and labor-management relations in governmental agencies. The latter covers the Washington State Personnel Board, the Division of Municipal Corporations, Washington state real and personal property tax and management possibilities for local units of government.

"In general, the personnel practices of the Nevada Highway Department are good; the payroll policies, however, bear close appraisal," concludes an ar-

ticle on the highway branch of Nevada's government in *Nevada Tax Review,* **Nevada Taxpayers' Association,** Dryden Kuser, director. The article includes tables comparing salaries and positions with those in other departments. A standard classification of positions and pay scales is advocated.

A single retirement system to serve all South Carolina's state and local employees is advocated by Christian L. Larsen and Conrad Cowan in their study, *South Carolina Public Employee Retirement Systems,* published by the **Bureau of Public Administration of the University of South Carolina.**

The **Missouri Public Expenditure Survey** has released an outline of the information it presented on veterans' bonus proposals at a hearing held by the judiciary committee of the Missouri Senate.

Bureau Reports and Plans

Newark Bureau of Municipal Research, Henry W. Connor, director: 1947 annual report, including a list of eighteen bureau studies issued during 1947.

Dade County (Florida) Research Foundation, John F. Willmott, executive director: first annual report of the board of directors; work done during 1947, work planned for 1948.

Indianapolis Chamber of Commerce, William H. Book, executive vice president: annual report for 1947; the report includes an outline of the extensive activities in the field of governmental research in which it has been engaged along with its other work.

The **Utah Foundation** in Salt Lake City, Stanley J. Stephenson, managing director, is sending out a questionnaire to its members asking what they think about its reports and how they can be improved; sent with a return envelope, the questionnaire also asks members to suggest topics for future reports.

The **Governmental Research Association,** G. Gordon Tegnell, secretary, has printed talks delivered at its 1947 conference: "It Is Not True . . ." by Dr. Charles A. Beard, and "A Forward and Backward Glance," by Henry Bruere, president of the Bowery Savings Bank. Both are contained in one pamphlet.

The **New Jersey Constitution Foundation** in Trenton has been issuing a series of bulletins written by Robert C. McManus entitled *Constitution Box Score* and designed to explain and publicize the problems involved in carrying out the provisions of the state's new constitution.

The place of the civic research organization in the community was discussed by Dr. Edwin A. Cottrell of the **Haynes Foundation** in a speech, "American Citizen Action," which is summarized in a bulletin from the **California Taxpayers' Association.** The speech was delivered at the association's recent annual meeting. Dr. Cottrell listed under ten headings "the real purposes and activities" of all such organizations.

Studies and projects in process by **Kansas City's Department of Research and Information** are listed in a recent issue of that city's *City Manager's News Bulletin.*

A bureau of governmental research has been established in **Syracuse, New York.** The project has been supported by Robert G. Soule, president of the city's **Chamber of Commerce,** and other civic leaders. The Syracuse *Post Standard* advocated it editorially; the *New York State Taxpayer* reported in its February issue on the dinner at which the bureau was organized.

Citizen Action . . . . . *Edited by Elsie S. Parker*

Louisiana Students Hold Constitution Convention

High School Pupils Draft Basic Document

THE **Second Annual Students' Louisiana Constitutional Convention** met at Northwestern State College in Natchitoches on February 6-7. This convention was the result of a desire on the part of the social science department of the college to encourage the study of government by high school students.

The department's choice of a constitutional convention to accomplish this purpose was based on two factors:

1. The 1946 legislative session authorized the Louisiana State Law Institute to draft a proposed new constitution for Louisiana. Because of the institute's work in this connection, and the consequent publicity given to the need for revision, the college felt this was an opportune time for such a project.

2. The high schools of Louisiana were required last year, for the first time, to teach a course in civics. There existed a scarcity of both trained teachers and useful material for such a course. The college felt that its program would help relieve the shortage of both.

What we hoped to do, first of all, was to interest principals and teachers in starting a program of intensive study of the constitution. This might be done in the eighth grade Louisiana studies, in high school civics and history classes, or as a separate activity. Letters were sent to the principals of the 450 high schools throughout the state, followed by personal visits to key schools in each of the 64 parishes.

To aid teachers in starting the program, we prepared an adaptation of the outline of the constitution used by the Louisiana State Law Institute which divided the constitution into six headings: Bill of rights; legislative branch; executive branch; judiciary; finance, revenue and taxation; local government units. Specific references to the Louisiana constitution and to the *Model State Constitution* of the National Municipal League were given for each division.

The plan called for each school, or each group in the school, to select one of these subdivisions for concentrated attention. A list of suggested topics or questions for each subdivision was compiled from statements by prominent Louisiana men in the field of government on provisions of the constitution which should be revised. For teachers a list of useful available material on the study of Louisiana government was compiled.

About the last of November 1947, all schools that had returned the card enclosed in the first letter, and which had not been visited, received a second letter asking teachers not to wait for a visit but to try to put the program of intensive study of the constitution into effect soon.

To aid in this we enclosed the material mentioned above and went into considerable detail as to how it might be used in training students as delegates to the convention.

From time to time we also sent a news letter to each school and to each teacher indicating interest in working out the project. This letter was compiled from news stories of speeches made by important persons regarding the specific needs for constitutional revision and items of inter-

est from schools working on the project.

We interested 94 schools in conducting a definite program of study in preparation for the 1948 Students' Louisiana Constitutional Convention. Of this number 40 schools registered delegates, 246 delegates actually attending the convention.

The convention was in session two days, February 6 and 7. It consisted of three general sessions and two long periods of committee work. Entertainment—a basketball game, swimming and a dance—was fitted into the program. The college was aided by three leaders of the movement for constitutional revision, one from the Louisiana State Law Institute and two from the Louisiana League of Women Voters. One of these spoke at each of the general convention sessions.

Committee Work

At the first general session details of the convention program were explained, student officers nominated and committee assignments made. At the second, student officers were elected and installed, and at the final session these officers presided while reports from each of the six committees were presented, discussed and voted on.

The real work of the convention was done in committee sessions where the groups were small and discussion free. There was a committee for each of the six divisions of the constitution. To make sure that the groups had a definite program, the agenda of each contained specific constitutional questions. Visiting faculty advisers, members and students of the College's social science department met with each committee to advise and supply needed material.

By the close of the final committee session, Saturday morning, the student chairman and secretary of each committee had prepared a report of the resolutions approved by its group. These reports were consolidated in mimeographed form and each delegate had a complete copy for the final general session Saturday afternoon. Student interest was high in the discussion of these reports, resolution by resolution, and evidence was clear that the students knew what they were talking about.

Because of response to the Second Annual Students Louisiana Constitutional Convention it has been decided to make this program a regular part of the college activities. The three to four times as many schools participating in the program this year as compared to 1947 has convinced us that it was wise to extend the invitation this year on a statewide basis. We have also been convinced that the high school students of Louisiana are interested in their state government and will study its workings if the program is presented to them in a constructive manner.

CHARLES G. WHITWELL
Northwestern State College
Natchitoches, Louisiana

Campus Convention at University of Hawaii

In connection with efforts in Hawaii to secure statehood, the **University of Hawaii** will hold a campus constitutional convention during May to acquaint students with the steps involved in drafting a constitution, reports the Hawaii Statehood Commission. Elections have been held for 41 student delegates to represent the four major islands of Oahu, Maui, Kauai and Hawaii, each candidate actually being a resident of the island for which he stood. Nominations were made by petitions containing twelve or more signatures.

Commenting editorially on the mock

convention the Honolulu *Star-Bulletin* said: "This is not only evidence of the keen interest which the young citizens of Hawaii are taking in its political form and future but fine assurance that the students of our territorial university are preparing themselves for their political duties when campus days are over."

High School Citizens Study Local Government

"The **(New Haven) Junior Town Meeting of the Air** is stimulating student thinking on current affairs in the competing schools and, of equal importance, it is bringing information, debate and enlightenment into the homes of the students as well as into the homes of the listening audience," says Ina Vestal in a report to *The Connecticut Voter* **(League of Women Voters of Connecticut).** Over Station WELI on Sunday afternoons interested, well informed teen-agers discuss vital problems of the day: Should there be price control? Should the Connecticut sales tax be repealed? The idea was that of Mrs. Nelson Rostow of the **League of Women Voters of Greater New Haven,** who formed an advisory committee of representatives of seven organizations to implement the program: **American Association of University Women, New Haven Junior League, New Haven Teachers' League, Parent-Teachers Association—New Haven Council, State Teachers' College, League of Women Voters of Greater New Haven and Hamden.**

Each week the program originates from a different junior or senior high school auditorium, with two public and two private schools participating. The host school selects the topic and has first choice as to which side its speaker will represent.

Social studies, history, current events and English classes furnish background material and "warm up" the students by classroom discussions pro and con.

A high school class in **Manchester, Connecticut,** has been making a thorough study of that town's new council-manager charter.[1] Object of the study was to explain to the pupils the reasons for a change in Manchester town government; to compare the new charter with the old form of government; to study the improvements offered to the citizens of Manchester by the new charter.

Each pupil had his own copy of the charter. A large part of the class period was devoted to a study of the new town officers—powers, duties, length of office, etc. Readings were made from the 1909 town report to enable students to compare the problems existing then and now. One of the students compiled newspaper clippings dealing with the progress of the new town government during its first weeks. Others prepared reports on the problems faced by the new government.

During Pennsylvania week over four hundred local high school students participated in a "quiz" held by the merchants group of the **Greensburg, Pennsylvania, Chamber of Commerce.** A hundred questions were asked of the seniors, with winners receiving cash awards totaling $50.

The **Decatur, Illinois, Chamber of Commerce** has representatives of student organizations in the two local high schools and the local college on its standing committees. Such representatives are chosen annually "to give young people an opportunity to express ideas on how Decatur should carry forward her community ambitions."

[1] See also "Two Fellows Named Dick," page 192, this issue.

Charter Groups Protect Gains, Seek Improvements

Formation of a **Plan E State Association in Massachusetts,** to protect the state's Plan E optional charter (providing council-manager government with proportional representation for the election of council and school board) from attack in the legislature and to encourage its more widespread adoption, was accomplished at a series of meetings under the sponsorship of the **Boston Plan E Committee,** Francis Ahearn, chairman. George A. McLaughlin, president of the **Cambridge Civic Association,** is temporary president.

According to news reports, by-laws have been submitted to the thirteen Plan E groups now in existence. When approved by six of these organizations the association will become active. Communities represented at the meetings included Cambridge, Lowell, Worcester, Quincy, Revere, Medford and Saugus, which already have the plan, and Malden, Pittsfield, Fitchburg, Somerville, Newton and Boston, where campaigns are in progress.

The board of directors of the newly organized **Yonkers (New York) Municipal League,** Wayne E. Huson, chairman, has voted unanimously to "oppose by all the means at its disposal the move to repeal proportional representation in Yonkers." "This effort to repeal P. R. raises just one issue," said Chairman Huson. "Do the people of Yonkers want the city run for the benefit of the people or do they want it run for the benefit of the two political parties." He pointed out that during the eight years of council-manager–P. R. government in Yonkers the city has not only cut the tax rate but also reduced its debt about 50 per cent, restored pay-cuts and raised salaries by over 22 per cent.

A recent advertisement in the Yonkers *Herald Statesman* cites the purposes of the league, outlines its objectives and asks the support of all Yonkers citizens. It carries an application for membership to be torn out and mailed to league headquarters.

The **Yonkers City Manager League,** organized a dozen years ago to secure better government for the city, suspended activities at a meeting of its executive committee which urged members to join the new Yonkers Municipal League.[1] At the final session of the organization's executive committee, Miss Bertha Smith was commended for her services as chairman and Councilman Edith P. Welty was toasted as "the original founder and charter member of the organization."

"Consideration has been given to the published policies and objectives of the new Yonkers Municipal League," reports Robert L. Hochgraf, league publicity chairman, "especially their support of the principles of proportional representation and the city manager form of government, and their encouragement of honest and capable public-spirited citizens to become candidates for public office regardless of party affiliation and, in fact, on a nonpartisan basis, which also has been a cardinal objective of the City Manager League.

"Now that the aims of both leagues have been paralleled in this purpose, it has been decided to . . . recommend to all members of the City Manager League that they join hands with the new Yonkers Municipal League."

A new and interesting idea in campaigning has been devised by the **Minneapolis Charter Committee,** George O. Ludcke, Jr., executive secretary, organized to secure adoption of the proposed new charter for that city. The committee has mailed a "chain"

[1] See also the REVIEW, July 1947, page 404.

letter to charter advocates asking them to write to friends and acquaintances urging support of the new document. Enclosed to each is a sample letter for their convenience and a brief summary of the charter's provisions, extra copies of which may be obtained from the committee. The committee includes practically all civic, educational, religious and labor groups in the city.

Citizenship Conference

Coinciding with National Citizenship Day, set for May 16, the **Third National Conference on Citizenship** will meet in Washington, D. C., May 16-19. Agenda will be set up in terms of important problems of American citizenship rather than the organizational type of agenda of the first two conferences, reports the **Citizenship Committee of the National Education Association.**

* * *

Milestones

The **Citizens Union of New York City,** George H. Hallett, Jr., executive secretary, held its annual meeting in late February, featuring a Town Meeting on the Transit Fare Question and City Finances which was broadcast over a local radio station.

The **Tax Foundation,** Alfred Parker, acting director, recently celebrated its tenth anniversary. *Tax Outlook* for December carries addresses delivered at the celebration by Raymond Moley, associate editor of *Newsweek* magazine and a member of Columbia University's faculty; John W. Hanes, chairman of the foundation; and Albert Bradley, executive vice president of General Motors Corporation. "Economic Democracy," the address of Henry M. Wriston, president of Brown University, has been issued separately as a twenty-page leaflet.

What the Municipal League of Seattle Accomplished in 1947 is a five-page mimeographed report of the league's work prepared by its executive secretary, C. A. Crosser. The report lists also "Chief 1948 League Projects."

What Has Been Done, What Will Be Done (35 pages) is the report of progress and legislative activities of the **Taxpayers' Federation of Illinois,** George E. Mahin, executive secretary, from January 1 through June 30, 1947.

* * *

Strictly Personal

First recipient of the award of "Outstanding Citizen of Windsor, Connecticut," sponsored by Windsor Post 4740, Veterans of Foreign Wars, is **Carlan H. Goslee.** Mr. Goslee was selected unanimously by a committee of seven, from nominations made by the public, because of his sponsorship of the council-manager charter which went into effect in Windsor last year —he was chairman of the committee which studied the need for better governmental methods and of the committee which wrote the new charter—and because he sponsored legislation to provide water mains in certain areas of the city. Mr. Goslee is chairman of the town council under the new charter and a two-term member of the Connecticut House of Representatives. He has served in numerous civic capacities in his community for 36 years.

Frank G. Arnold has retired as president of the Nebraska Federation of County Taxpayers Leagues, an office he has held for sixteen years. The federation's executive board will appoint a new president in the near future.

Francis A. Ahearn, chairman of the Plan E for Boston Campaign Committee, has announced the appointment of **Miss Kathleen T. Ryan,** a Boston attorney, as the committee's secretary.

Proportional Representation . . *Edited by George H. Hallett, Jr. and Wm. Redin Woodward*

(This department is successor to the Proportional Representation Review)

Saugus, Mass., Holds First P. R. Election

Chooses Council and School Board under New Government

THE first proportional representation election in any Massachusetts *town* occurred in Saugus on January 19. The consensus of opinion is that the results are fair and satisfactory to the majority of the voters.

It was a stormy day and previous heavy storms beginning in December had blanketed the town with some 40 inches of snow. The roads were in dangerous condition. Saugus, with an area of fourteen square miles, has many voters in its outskirts who had long distances to travel to reach the polls. Conditions, in other words, were adverse to a large turnout. Nevertheless, over half the town's voters went to the polls.

Saugus had a long battle to accept a town manager–proportional voting act. The citizens were opposed almost unanimously by the town officials.

At the March 1947 election, although 3,560 voted to accept the act and only 210 voted no, the will of the people was nullified by a technicality in the law. After many brushes with reluctant town officials, including the unanimously opposed board of selectmen, assessors, town clerk, tax collector and election officials, a special town meeting was forced through by the citizens in June 1947, which resulted in a victory for the people by a vote of about 3,200 to 800 on a new act eliminating the technicality.[1]

[1]See the REVIEW, April 1947, page 221, and July 1947, page 409.

Then a battle ensued to prepare for the P. R. election on January 19 of the five-member board of selectmen and five school committeemen. Confusion was created, and every obstacle possible put in the way of the election, but again the people had their way.

Twenty-two candidates filed their nomination papers for the board of selectmen, who under the act will appoint the town manager. This was an unprecedented number of candidates. The largest number of candidates under the old form of voting we recall was thirteen, and the usual number was only seven or eight. Those candidates who had good political machines usually won out.

It is regrettable that shortly before this election the citizens committees who had fought shoulder to shoulder to establish the act developed differences. However, three of the five candidates elected were favorable to P. R. and town manager government. Only one member of the old board survived, two being badly defeated. The other member elected is a retired businessman who was an active opponent of the new setup, but whose campaign amounted to a statement that he had changed his mind.

The quota for election was 704. On the first count the five men receiving the highest counts of No. 1 votes were: John J. Buccherie, 584; John C. Pitman, 494; James P. Sullivan, 443; William H. Robinson, 305; and Emmett Nichols, 245.

Fifteen transfer counts in two days were needed to select the winners. The first four named retained their places throughout, but Nichols fell to seventh place and Allan F. Sawyer was elected as the fifth man.

All the persons named above were friends of the new form of government except Pitman (the businessman) and Sullivan (popular ex-police officer).

All in all, the people feel they did very well for this first experience in the new form of voting. Steps to appoint the town manager promptly are well under way. The manager is given comprehensive powers under the act including appointment of all officials except selectmen, school committeemen and a few minor officials.

The election officials who predicted dire results from the new form of voting, and who hired two outside experts to direct the count and put on 30 helpers to count about 4,200 votes, were "surprised" at the smoothness and facility of the counting. They expect no trouble in the future. The cost was reasonable in spite of an excess of help.

School Board Elected

A five-man school board was also elected by a P. R. count. This board was not under fire as were the selectmen, and the same five who hitherto have held office were returned, although the chairman of the board was reelected by only a five-vote margin, which a recount reduced to one vote.

A representative town meeting membership, cut from 240 to 50, was elected in the usual way.

The very threat of a town manager caused economies in the 1947 budget of enough to cut the tax rate $6.30, from $47.50 to $41.20, and it is freely predicted that the 1948 rate will show a further sizeable cut.

Speaker Frederick Bancroft Willis of the Massachusetts House of Representatives, a resident of Saugus, was a great help to the citizens in their efforts. Saugus has blazed the way for Massachusetts towns to streamline their governments for economy. Those who lead the fight are in great demand to speak and advise many other towns which seek to follow.

EDWARD GIBBS, *Publisher*
Saugus Advertiser

Charter Group Takes Over in Cincinnati

Ten weeks after New Year's Day 1948 and their resumption of control of Cincinnati's municipal government, city council representatives of the Charter Committee—the Queen City's 24-year-old citizens' reform group—are demonstrating to an approving public the irresistible force of a dynamic idea: civic progress through citizen participation in government.

Charter councilmen and charter leaders are working hand in hand to find practicable solutions for such problems as the housing shortage, financing major physical improvements called for in the city's recently completed $350,000 Master Plan, and the whittling away of home rule authority by statutory and judicial infringement, as well as numerous kindred problems of local government.

A series of committees is being formed, each designed to handle what in the vernacular has come to be regarded as an issue "too hot to handle" for the customary civic association, chamber of commerce, or so-called nonpartisan "educational" society.

Councilman Charles P. Taft, charter majority leader who has continued to serve as president of the City Charter Committee pending his replacement by the charter group's newly elected board of directors in March, has warmly encouraged the setting up of the committees, and is counting upon highly practicable results, beneficial both to the community as a

whole and to the charter councilmen. The other charter councilmen, including newly elected Mayor Albert D. Cash, long-time charter minority leader, have also joined in giving impetus to the plan.

The charter group was voted back into control of Cincinnati last November at the same time that charter leaders were spearheading victory over the local Republican Organization in the third renewal of the latter's long-standing feud with P. R.[1]

The Fall Election

Five charter committee nominees emerged victors in the November count. Representation for the local Republican organization, unchanging and implacable foe of the charter reform group, was reduced to four seats after having been a clear majority for most of the past twelve years.

Twenty candidates made up the council field in the election—nine Charter Committee nominees, nine nominees of the local Republican organization and two independents.

High man in the field was the then-incumbent mayor, Carl W. Rich, who had been thrust upon council last March by the bosses of the local Republican organization after its popular flag-bearer, James Garfield Stewart, resigned to take a vacancy on the bench of the Ohio Supreme Court. Criticism of Rich's appointment, first to council and especially to the mayoralty, over other loyal organization councilmen of longer tenure and proven electoral following, placed organization leaders on their mettle.

Organization workers all over the city were instructed to concentrate on getting first-choice votes for Rich, thereby vindicating his selection to council and elevation to the mayoralty. In the end he received a total of 23,976 first-choice votes, well over the quota of 16,218 but much less than the percentage of first-choices piled up by such predecessor Cincinnati mayors as Murray Seasongood and the late Russell Wilson.

Mr. Cash, the charter group's floor leader in council from his first election in 1938 until this year, ran second to Rich, with 15,918 first-choice votes, and was high man on the charter side. Close behind him ran Mr. Taft, the latter's first-choice total being 14,842.

First-Choice Votes of Candidates[1]	
*Carl W. Rich (OR)	23,976
*Albert D. Cash (C)	15,918
*Charles P. Taft (C)	14,842
*Jesse D. Locker (OR)	14,361
*Rollin H. Everett (C)	11,289
*Gordon H. Scherer (OR)	10,763
*Harry D. Proctor (C)	10,715
*Edward N. Waldvogel (C)	10,651
Theodore M. Berry (I)	6,873
*John M. Molloy (OR)	6,829
Ralph B. Kohnen (OR)	5,911
Leo J. Moelder (C)	5,632
Louis Nippert (OR)	5,606
Harold L. Baron (OR)	3,978
Helen G. Lotspeich (C)	3,943
Homer S. Toms (OR)	3,405
Walter L. Tarr (OR)	2,698
Frank H. Simpson (C)	2,469
Gordon J. Wolf (C)	2,063
Harry Annest (I)	227

Besides the return of the charter group to majority control for the first time since 1935, the election was notable for three other features: the extraordinarily large vote, 171,130, the highest in Cincinnati's municipal history; the customary percentage of invalid votes, despite the large total vote, the number being 8,954, or 5.2

[1]For an account of the victorious campaign to save P. R., see the December 1947 Review, pages 646-8.

[1]Those elected are indicated by an asterisk. Letters following candidates' names indicate party affiliation, i.e., C, Charter; OR, Organization Republican; I, Independent.

per cent; and the remarkable showing of Theodore M. Berry, Negro civil rights champion who, running independently against the Republican organization Negro incumbent, Locker, compelled organization leaders to drum up a minimum of four first-choice votes per precinct for Locker in the solid white neighborhoods in the city in order to insure his survival.

A new leader emerged for the Charter Committee in the course of the campaign—Harry J. Gilligan. As campaign chairman, Mr. Gilligan captured the sympathy and support of both the business and labor elements of the community with his insistance on a united effort to pull Cincinnati off dead-center and to make it once again the progressive city it showed itself in the 1870's and the 1880's, and again in the 1920's and early 1930's. His leadership went far to supplement a personal following engendered by such long-time charter champions as Mr. Taft and Mr. Cash.

As in the campaign to save P. R., the charter forces benefited by the support of the Cincinnati *Post,* and the *Sun* and *Chronicle*—Cincinnati's two labor papers.

FOREST FRANK, *Executive Director*
Cincinnati City Charter Committee

United Nations Committee Proposes P. R. for Jerusalem

A single-chamber legislative council to be elected for a four-year term by proportional representation is provided in a draft United Nations statute setting up a special international regime for the city of Jerusalem. The proposal has been prepared by a working committee of the Trusteeship Council, according to an article in the *United Nations Bulletin,*[1] which explains: "The elections shall be by proportional representation in order to ensure adequate representation of the various opinions and interests of the city."

Action on the draft statute by the Trusteeship Council was postponed until April 21 when it appeared on March 10 that only four of the fifteen member nations of the council were in favor of immediate adoption of a statute providing an international regime for Jerusalem. Uncertainty of the disposition of the more general question of Palestine by the Security Council was apparently the chief reason for the postponement, according to a report by the New York *Herald Tribune.*

On November 19 a draft plan for the partition of Palestine, prepared by a nine-nation subcommittee to implement the partition proposal recommended by the U. N. Assembly, appeared with provisions for election of the governments of the proposed Arab and Jewish states, as well as the legislative council of the internationalized city of Jerusalem, by proportional representation.

The proposed partition boundaries recommended by the Assembly would place sizeable Arab minorities in the proposed Jewish state and leave some Jewish minorities in the proposed Arab state, a circumstance which doubtless encouraged the recommendation of P. R. by the subcommittee.

A party list type of P. R. has been in use in Palestine for the elected Assembly of Palestinian Jews, as reported more fully in this department in May 1946, where a proposal by the late Wilson M. Southam of the *Ottawa Citizen,* recommending the Hare system of P. R. without partition of the country as the best way to deal with the minority problem in Palestine, is also discussed.

[1]February 15, 1948, page 127. Published by the U. N. Department of Information.

County and Township . . . . *Edited by Elwyn A. Mauck*

Virginia Counties Analyzed in New Study

Report Seeks Flexibility for County Reorganization

THE Committee on Taxation and Government of the Virginia State Chamber of Commerce has issued a report outlining methods in which economies can be effected in county government in the state.[1] It is primarily the work of Dr. Wylie Kilpatrick, at present visiting professor at Duke University.

In a sense, the report is an abbreviation and adaptation of Dr. Kilpatrick's *Problems in Contemporary County Government,* published in 1930 under the auspices of the Institute for Research in the Social Sciences of the University of Virginia. It is consequently much broader in scope than its title might suggest. Its six chapters, in fact, give a relatively complete picture of county government in Virginia including its structure, finances, relations with other units and the newer plans of county management.

In summarizing his findings Dr. Kilpatrick concluded in part:

1. The comparative benefit which might seem to inhere in the paucity of minor political subdivisions in Virginia is offset substantially because of (a) the extremely small populations found in more than half the counties and (b) the autonomous status of the 24 independent cities within whose borders reside three-tenths of the total population.

2. Per capita operating costs of county government tend to increase consistently as population size decreases.

3. State assumption under 1932 legislation of responsibility for all county highway construction and maintenance has relieved local tax sources of a costly service.

4. The tendency toward state centralization has been pronounced in recent years. In Virginia this is well illustrated by the state assumption of the secondary road system and by the ever increasing share of state participation in financing basic county government services—education, public welfare, health and the compensation of local officials.

5. Federal aid may be expected to rise moderately for welfare and for health and airport programs; but federal aid to counties, unless extended to schools, will probably not rise markedly during the ensuing decade.

6. One of the most important problems in county government is a determination of the spheres in which the county should be solely responsible for functions, those in which the state should take primary responsibility, and those in which there should be joint responsibility.

7. Cooperation among the counties and between counties and cities, as well as counties and towns, in the administration of particular services has been a salutary development in Virginia. This type of arrangement is found to a limited extent in schools and public welfare where a single superintendent serves more than one locality, in the health function where joint health units serve two or more localities, in the indoor care for the the indigent where district welfare homes are maintained through joint

[1] *Opportunities for Economy in County Government in Virginia,* Finance Document No. 12, 101 pages, Richmond, 1947.

local endeavor, in jointly maintained local jails, in the county-municipal libraries, and in the trial justice serving more than one county.

8. Plans are necessary for the more extensive development of joint or regional administration by voluntary county agreement. Such plans should provide for democratic control by the localities, and inter-unit cooperation should not be distorted merely to provide administrative districts convenient to state agencies.

9. The smallness of many Virginia counties constitutes a handicap to the introduction of full-fledged managerial or executive systems as provided in the optional forms act of 1932. More effective administrative control in these smaller units can be found in modified managerial forms and in cooperative arrangements with contiguous county units.

10. Reform in county government moves with painful slowness even when the faults of antiquated administrative patterns are clearly evident. In the fifteen years which have elapsed since general reorganization in county government became a possibility in Virginia, only three of the 100 counties have availed themselves of the general statutes which afford opportunity for constructive reform. Seven other counties through special legislative enactment have modified their organizational patterns to varying degrees in an effort to effect more responsive and responsible government.

11. The county board of supervisors in Virginia under the traditional form of government is unable to live up to the title of a governing body. The substance of power tends to be dissipated among a cluster of disunited agencies. The appointment of all functional boards and of certain key administrative officials, including an executive agent, should be vested in the board of supervisors.

12. The most thorough-going reform in Virginia local government would be to authorize the counties to prepare charters adapted to the needs of the individual county. Even without constitutional home rule Virginia counties should be granted authority to choose from a wider range of optional reorganization forms than those available under existing statutes.

New Optional Charter Suggested

13. A general statute should provide for a third optional form of county organization less rigid than the county manager or county executive form. Such a statute should allow the people of the county to determine (a) whether the members of the board of supervisors shall be elected on a county-wide basis or by magisterial districts, (b) whether the school board, the welfare board and other functional boards shall be appointed by the board of supervisors, (c) what specific administrative officials shall be chosen by the supervisors, and (d) the extent to which the financial operations of the county may be coordinated under a pattern of organization now permitted under the county manager and county executive forms.

14. Choice of an executive agent by the board of supervisors would facilitate the work of the governing body and would unify business administration under an accountable official. A general statute should be enacted to authorize the county board of supervisors to appoint an administrative officer, known as an executive clerk or executive secretary.

15. Virginia will block progress if she does not enact general enabling legislation permitting greater flexibility in county reorganization and administration without the necessity of a particular county begging for a special act to effect constructive reform.

Lane County, Oregon, to Vote on Manager Charter

Lane County, Oregon, will vote May 21 on a proposed manager charter, petitions for which were filed by a group of citizens representing all sections of the county. A vigorous battle is being waged for its adoption. A campaign organization, with district and precinct leaders, has been set up in each of the seven districts proposed in the charter. A speakers' bureau has been organized whose members will appear before granges, labor unions and other community groups.

Citizens Organize to Improve County Government

The Oak Ridge League of Women Voters is undertaking a study of Anderson County, Tennessee, with a view to improving its government.

A group of civic leaders in Dade County, Florida, has organized in order to conduct the campaign for consolidation of the county with the city of Miami. The issue will be submitted to a county-wide popular referendum in May.[1]

South Carolina County Seeks Self-government

A bill has been introduced in the South Carolina legislature giving Charleston County authority over local matters. At present such matters are handled in the form of local legislation enacted by the state legislature.

Several years ago a similar bill was introduced in the state legislature in order to put into effect the recommendations embodied in a Public Administration Service survey. The bill passed the House but was rejected by the Senate.

[1]See the REVIEW, September 1947, page 468.

Census Bureau Issues County Finance Report

The U. S. Bureau of the Census has issued its study of 1945 county finances previously reported by this section as in preparation.[1] In a series of twenty tables it summarizes county financial trends in the nation and by states and gives individual county data on selected subjects.

The report reveals that county governments entered the postwar period with moderate fund balances accumulated during the war period. On the expenditure side, capital outlay of counties shrank greatly, and even current maintenance of buildings and highways tended to be below normal. Thus the war retarded county expenditure, aside from operation cost, while revenue was stimulated.

During each of the years 1942 through 1945, county general revenue was larger than general expenditure including provision for debt retirement. Total county revenue in 1945 was $1,720,000,000 or $64,000,000 greater than that of 1944. Tax revenue of $906,000,000 was $15,000,000 larger than the corresponding revenue for the previous year, but about the same as that of 1943.

General expenditure of $1,696,000,000 in 1945 was $67,000,000 more than in 1944, which had been similarly above 1943. The operation cost of all county functions, except for miscellaneous purposes, experienced a rise during 1945. Capital outlay in that year only began the upward climb anticipated for such spending after the war. The 1945 expenditure for debt service was $25,000,000 less than in 1944 and $47,000,000 less than in 1942. Declining debt service accompanied a decrease in gross debt from nearly

[1]*County Finances, 1945 Compendium*, iv, 104 pages, U. S. Government Printing Office, Washington, D. C., 1947. 40 cents.

$2,000,000,000 in 1942 to $1,500,000,000 three years later.

The 56 counties having 1940 populations over 250,000 accounted for 29 per cent of county general revenue in 1945, while the 702 counties having populations under 10,000 collected only 5 per cent of the total.

The per capita amounts of county general revenue and general expenditure did not vary materially in relation to population size of counties, except for the markedly higher amounts in counties having populations under 10,000. The largest debt per capita was that for counties having populations over 250,000; per capita debts for the smaller counties did not vary widely among population-size groups.

In 1945, county-operated enterprises numbered 100, with total operating revenue of $10,000,000 and long-term debt of $23,000,000. Alcoholic-beverage dispensary systems of 32 Maryland and North Carolina counties accounted for over half of the enterprise revenue but for none of the enterprise indebtedness. Next largest in operating revenue were the toll bridge and miscellaneous enterprises operated by nine counties. With a few exceptions, the 22 county water supply systems are small-scale projects. Many of the county airports were taken over by the army during the war, and only part of them had been returned to county control by the end of the 1945 fiscal year.

In addition to the national and state by state summaries of major classes of county finance, the report presents financial information for over a thousand individual counties. These units constitute a third of all county governments and account for over half of all county finances. They afford a basis for making the state and national estimates presented in the report.

Number of County Surveyors Decreasing

The 1947 session of the Pennsylvania legislature repealed the state law authorizing an annual $300 salary for county surveyors. This advances one step further the trend toward eventual abolition of this office wherever it remains in the United States.

During the nineteenth century, when acquisition and settlement upon land owned by the government was a major activity, the surveyor was an important local official who ascertained the location of land and otherwise assisted in determining ownership. He was elected by the people as were other county officials, but in recent years many counties in states still authorizing county surveyors failed to elect one because of lack of candidates for the office. Where compensation on a fee basis instead of an annual salary was provided by the state law, there was no incentive to seek office, because revenues from survey work for landowners had disappeared with the disappearance of need for the office.

County Public Works Programs

San Diego County, California, has consolidated twelve departments and agencies engaged in various aspects of public works programs into a single unit. The consolidation is expected to save $100,000 during the current fiscal year.

The board of supervisors of La Crosse County, Wisconsin, is attempting to reduce automobile accidents by better illumination of major intersections. Recently it authorized the county highway department to install 10,000 candle-power lights at eleven such intersections.

Baltimore Revenues Exceed Expectations

Nearly Six Million More Than Budget Estimates Collected

REVENUES of the city of Baltimore in 1947 exceeded budget estimates by nearly six million dollars and were nearly thirteen million above collections in 1946, according to a report by the budget director, Herbert Fallin.

The city's 1947 revenues amounted to $82,866,381, compared with $77,121,966 anticipated in the 1947 budget and $69,517,878 collected in 1946. State aid, which was substantially increased by the legislature last year, had been estimated to produce $15,503,923 but actually yielded $18,104,989. In 1946 state aid amounted to about $11,500,000.

The 1948 budget was prepared with the expectation that 1947 budgetary operations would produce a surplus of $5,147,621 applicable to the new year. This was to be achieved by $700,000 from underexpenditure of 1947 appropriations and $4,477,621 from revenues in excess of 1947 anticipations. Actually, the underexpenditure of appropriations was $696,973, but since revenues exceeded estimates by $5,744,414 the budget carryover was $6,441,387. The excess of $1,293,767 will be made available as revenue for the 1949 budget.

Tax Property Sales Clear Rolls

During the year 1947 King County, Washington, which includes the city of Seattle, disposed at public sale of some 2,277 parcels of property foreclosed for taxes, selling them for $431,311 compared with $177,522 due for back taxes. The volume of transactions was not as great as in 1946, when 6,265 parcels were disposed of for a total price of $1,306,549 compared with back taxes due of $560,849. Sales operations the last several years have reduced the number of parcels held on tax title lien from the post-depression peak of about 90,000 to about 15,000, according to the Seattle Municipal League.

It is interesting to note that in both 1946 and 1947 the selling price totaled more than the assessed valuation of the parcels, $1,306,549 against $564,069 in 1946 and $431,311 against $171,016 in 1947. Under Washington law, property taxes for all local governmental units are collected by the counties.

Connecticut Reduces Sales Tax

On February 26 the Connecticut legislature, in a special session called for the purpose of considering revision of the state sales tax law, enacted legislation reducing the sales tax rate.

At present 3 per cent, the tax will be reduced to one per cent beginning April 1. It will remain at 1 per cent until June 30, 1949, then rise to 2 per cent until June 30, 1951, when the present law expires.

Bond Issues for Veterans' Bonuses Establish Record

Last year the state of Illinois established a record when it marketed $300,000,000 of bonds to pay veterans' bonuses. On March 3 of this year the state of New York tied the record by marketing an issue of similar size for the same purpose.

The $300,000,000 New York bonus bonds were set up to mature serially in one to ten years, and were sold as a combination of 1¾ per cent and 2 per cent bonds at a net interest cost to the state of 1.79 per cent.

The cost of these bonds was somewhat greater than it would have been had the bonds been sold as recently as last December prior to the Christmas eve break in bond prices, but it represented a great savings as compared with the cost of World War I bonus bonds. For the earlier bonus payments the state issued $45,000,000 of 25-year serial bonds, on which the net interest cost was 4.1372 per cent. The difference between the two rates emphasizes the fact that despite the recent increase in borrowing costs the state and municipal borrower is still in a remarkably favorable position.

In addition to the $300,000,000 bonus issues sold by New York and Illinois, other large World War II bonus bond issues include $200,000,000 sold by Michigan in March 1947 and $200,000,000 sold by Ohio on March 16, 1948.

Welfare Costs Rise to New Heights

Inflation and growing relief roles are causing a considerable increase in welfare costs of states and cities, according to the American Public Welfare Association.

Relief rolls have grown in many localities because inflation has forced some persons to augment inadequate incomes with public assistance and also because the continued return of ex-GIs to jobs has caused unemployment among marginal workers.

The Chicago general relief case load increased 20 per cent in 1947 to a total of 26,400. The Illinois Public Aid Commission has increased food budgets for the average relief family as much as nine dollars a month, costing the state about $300,000 additional a month.

The relief case load is heavier now than at any time since May 1942, reports California's relief director. Nearly 55,000 were given aid in December. In Texas state and federal relief costs for the aged, blind and dependent children increased $17,200,000 last year to a total of $76,700,000.

The state welfare commissioner of Utah has requested $530,000 in emergency funds because of an abnormal increase in the state's case load.

The Pennsylvania Department of Public Assistance recently increased monthly general relief checks. In Philadelphia an adult on relief now receives $50 a month, a parent and child $75.50, and a family of three $98.50.

Legislatures now in session are being asked for larger assistance appropriations. In New York the governor asked for $91,600,000 in state funds—more than double this year's appropriation—to help finance local home relief for the coming fiscal year.

The governors of Kentucky, Virginia and other states are requesting larger funds for welfare. In the dependent children category alone there are now more than a million cases through the country receiving aid under state-federal welfare programs.

Cities Increase Revenues with Admissions Taxes

Cities are taking advantage of state legislation giving them permission to adopt local admissions and amusement taxes.

The Ohio legislature last year abolished the state admissions tax and turned that field of public revenue over to municipalities effective October 1. Seventy cities adopted local admissions taxes and had them all set

to go on that date, according to the Municipal Finance Officers Association. The number of cities taking similar action is still increasing.

Cleveland estimates it will get $660,000 from its admissions tax during its first year. The levy, typical of those in the other Ohio cities, imposes a 3 per cent tax on theater and other admissions. Cincinnati expects $300,000 a year from the new tax, Columbus $155,000 and Dayton $140,000.

St. Louis, Missouri, recently adopted a levy of 5 per cent on theater admissions. Chester, Pennsylvania, has approved a 10 per cent city amusement tax.

New York City's amusement tax, authorized by the state last year, is expected to increase municipal revenues $14,900,000—making it by far the most lucrative local tax of its kind. The 5 per cent tax is levied on club dues and night club checks as well as admissions to theaters and other amusements.

Chicago also adopted an admissions tax late last year, a 3 per cent levy expected to yield about $2,250,000 in 1948. Bloomington, Illinois, passed a 4 per cent tax recently on gross receipts of theaters. Richmond, Virginia, adopted an admissions tax of one cent for each twenty cents of admission price.

A rush to adopt admissions taxes similar to the current one in Ohio took place in Washington when the state withdrew from that tax field in 1943. In the ten months following the state action, all Washington cities over 10,000 population adopted taxes on admissions.

States Press Property Reassessment

Several states are conducting statewide real estate reassessment programs. Over $400,000 will be spent on such projects in Arizona, Colorado, Indiana, Utah and Virginia, according to the National Association of Assessing Officers.

Mounting costs of local government, caused by inflation and postwar improvement programs, are putting special emphasis on the need for accurate assessments to determine equitable distribution of heavier property tax burdens.

Largest state appropriation is Arizona's, where the legislature granted $300,000 in 1947 for statewide appraisal of urban real estate. No contract for the job has yet been made, however.

Colorado's reassessment, financed by a $100,000 appropriation, is being conducted by the State Tax Commission and will cover all real estate in each of the 63 counties. The program involves a comprehensive study of rural land productivity, with a new land classification system for agricultural areas, based on farm productivity, as one objective.

In Indiana the State Board of Tax Commissioners is conducting a statewide reassessment, ordered by the state legislature, to be completed by July 1949.

General reassessment in Virginia is being made by county assessors at the request of the legislature, which appropriated $20,000 to the State Department of Taxation to help counties with the job if they seek aid.

Real estate reassessment by Utah county assessors will cover three major categories: (1) land converted from farm to business use; (2) urban land materially changed in value by new development; (3) agricultural land brought under cultivation since the last general assessment.

Local Affairs Abroad . . . . . *Edited by James E. Gates*

Boundary Commission Gets Committee Report

Boroughs Group Recommends Division of Local Functions

THE Non-County Boroughs Committee for England and Wales has followed up its interim memorandum to the Local Government Boundary Commission with a statement dealing with the question of the allocation of functions between its suggested first and second-tier authorities,[1] the method of election of first-tier authorities, and the size of the areas to be administered by first-tier authorities.

In their statement, reports the *Municipal Journal and Local Government Administrator* (London), the committee said it was convinced that the success of any such system must depend upon:

(1) Proper distribution of responsibilities, services and functions between the two sets of authorities;

(2) Method of election of first-tier authorities; and

(3) Size of the areas to be administered by first-tier authorities being such as to command effective local interest.

The committee suggested that the following services be allocated to first-tier authorities: police, fire service, services under the proposed National Assistance Act (except care of aged persons), and blind welfare (institutional).

In addition, it suggested that the following services be planned and financed at first-tier level but be administered by second-tier authorities: education, services under Part III of the National Health Service Act 1946, town and country planning, classified roads, blind welfare (other than institutional) and care of aged persons.

To the second-tier authorities it is proposed that there be a direct allocation of the following services: water supply (except where statutory or joint boards are already in existence), housing and slum clearance, roads other than classified roads, street lighting, public libraries as well as museums and art galleries, parks and recreation grounds, cemeteries and crematoria, inspection of food and drugs, inspection of weights and measures, shops acts administration, day nurseries, community centers, private street works, sanitary and other local public health services, control of slaughter-houses, sewers and drains, refuse collection and disposal, street cleaning, allotments and small holdings, provision of parking lots, baths and wash-houses (including swimming baths), markets, local charities, information service, civic restaurants, services under Physical Training and Recreation Act 1937, licensing of places of public entertainment, provision of places of entertainment and provision and control of corporation property, making of by-laws, licensing of hackney carriages, storage of petroleum, levying and collection of rates including charges for public utility services supplied to consumers in the district of the authority.

It is pointed out that this is a general list and is not intended to exclude

[1]First-tier authorities would include the larger local units such as county councils and county borough councils; second-tier authorities would include non-county borough councils, i.e., municipal borough councils, urban and rural district councils.

the many other services which can be discharged by second-tier authorities.

There is some question as to whether the division of services suggested in the report should be the rule in all cases. The committee recognizes that there may be second-tier authorities whose population and financial assets will not justify this clear-cut division.

Draft Code of Ethics for Municipal Employees

The National Association of Local Government Officers of Great Britain has drawn up a code of ethics for observance by local government employees, members of the organization:

"The first duty of a local government officer is to give his undivided allegiance to the authority employing him. With his private activities the authority in general is not concerned, so long as his conduct therein is not such as to bring discredit upon the service in which he is an officer. For that conduct public service is entitled to demand the highest standard.

"The maxim laid down for a court of law, that it is of fundamental importance not only that justice should be done in it but that it should manifestly and undoubtedly be seen to be done, applies with equal force to the local government officer. Public confidence in his integrity would be shaken were the least suspicion, however ill-founded, to arise that he could be in any way influenced by improper motives.

"From this it must follow that the local government officer, as a public servant, must not only be honest in fact but must be beyond the reach of the suspicion of dishonesty.

"He is not to subordinate his duty to his private interests; or to put himself in a position where his duty and his private interests conflict. He should not make use of his official position to further those interests; but neither is he so to order his private affairs as to allow the suspicion to arise that a trust has been abused or a confidence betrayed.

"He should be courteous to all with whom his duties bring him in contact.

"The public expects from the local government officer a standard of integrity and conduct not only inflexible but fastidious. It is the duty of the service to see that this expectation is fulfilled."

Minimum Health Service Described by Ontario Official

The medical officer of health in charge of the St. Thomas-Elgin (Ontario) Health Unit, Dr. Roger Kennedy, has laid out the following program of minimum efficient services, together with some estimate of the cost of such a service, reports the *Municipal World* (St. Thomas, Ontario):

"What is a minimum efficient service? And what should it cost?

"To the first I would answer—the service *must* include:

"A good infant care program;

"A reasonable school medical program to include rather frequent visits to all schools by the nurses, medical examinations of all new pupils and annual re-examination of other pupils whom the parent or teacher or nurse thinks might benefit from it, immunizations as required, tuberculosis surveys in the upper grades, home visiting in connection with problems arising from the program;

"An excellent immunization program for all age groups;

"Satisfactory communicable disease control to include tuberculosis and venereal disease as well as the more common 'catching' diseases;

"A mental health program;

"Cooperation with special agencies,

i.e., for crippled children, blind, hard of hearing;

"Adult (and perhaps some school) health education, especially on the topics of child care, mental health, nutrition and sanitation;

"A fairly comprehensive sanitation program with special emphasis on public and private water supplies, sewage and refuse disposal, on milk supplies, on food, on control of public eating and drinking places.

"To these one would like to add supervision of expectant mothers, the making of at least annual contact with children between infancy and school entry, close cooperation with the Children's Aid Society in regard to problem homes, some work in industrial hygiene and, as a sort of reward to the staff, participation in a research project. . . .

"An absolutely minimum service can be supplied for about a dollar per head of population, a reasonable service for about $1.20 per capita, and a service likely to have sufficient staff and equipment to satisfy all parties for about $1.40."

Transvaal Investigates Local-Provincial Relations

South Africa is considering anew the relations between local government and the larger units, according to an announcement by S. A. Lombard, Transvaal provincial secretary. That province is establishing a new Local Government Advisory Board and a Local Government Department.

Duties of the new board of seven members include advising the province on the administration of local government law, on proposals for improving methods by which local authorities carry out their functions, on staff matters, on the need for amending legislation affecting local authorities, on proposals for establishing new local authorities and alteration of the status of existing ones, on proposals for the alteration of boundaries, on uniformity of by-laws and regulations, and on the financial provisions which should be made where local authorities undertake functions which may be regarded as partly of a national or provincial character.

The provincial secretary stated that the administration did not propose to interfere in the affairs of local authorities, that their position as autonomous bodies will always be respected. "Local government," he said, "is the business of local authorities, and all the administration wants to do is to give them information and guidance, and to apply the brakes when necessary."

Turkish Officials Study British Local System

The governor and mayor of Istanbul, Dr. Lutfi Kirdar, visited London last summer to make a study of British municipal government. Since his return he has prepared, for the benefit of Turkish municipal officials and scholars, an analysis of the British system as he found it, and a comparison of the Turkish system with the British.

The present Turkish municipal system came into being with the reorganization of the country by Kemal Ataturk after the First World War. Ataturk decided to adapt to the needs of the newly born governmental system whatever he found good in the administrative and legal systems of the West.

This new Turkish municipal system, according to Dr. Kirdar, was partly inspired by the French structure. Used as models also were the Swiss civil law and the Italian penal code. Nothing, he says, was taken from Britain.

Books in Review

The Direct Primary in Idaho. By Boyd A. Martin. Stanford University, California, Stanford University Press, 1947. ix, 149 pp. $3.25.

An exhaustive study, covering the first enthusiastic adoption of direct primaries in Idaho in 1909 through a period of reversion to regulated conventions and back to direct primaries again in 1931 and down to 1945.

The smallness of the state made it possible to produce the facts rather completely, and the volume becomes a welcome addition to the source books on the subject. Appraisal of relative results is facilitated by the simultaneous operation in some years of the convention system for some offices.

The author finds by answers to his questionnaires that party managements deplore the unpredictable and irresponsible fluidities that sometimes appear in the primaries, that more candidates try for office under the primary system, that candidates raise and spend more money under the primary system, and that newspaper editors favor the primaries while party leaders and officeholders would revert to conventions if they dared.

The author demonstrates that both systems are made unworkable anyway by the long ballot of eleven elective state offices and lengthy strings of county and local offices; both provide opportunities to the party voters to express opinions on the long array of candidates for obscure offices when they have for the most part no opinions to express. The author recommends shortening the ballot and providing closed instead of open primaries.

RICHARD S. CHILDS

The Web of Goverment. By R. M. MacIver. New York, The Macmillan Company, 1947. ix, 498 pp. $4.50.

A profound subjective analysis of the factors determining the evolution of government, historically and today, and the unsteady balance of individual liberty versus authority down the ages. With facile competence the author evaluates such elements as the family, myths, the tendency to obey, status and social class, property and opinion, with government as the resultant diagonal of the conflicting pressures. All the recent and current perversions of democracy are scrutinized against the comprehensive background of analyzed history, and the conclusion is that democracy will never be neat or static but the free and ever-changing response to the fluid forces of human life on a spinning ball.

R. S. C.

Small Communities in Action. Stories of Citizen Programs at Work. By Jean and Jess Ogden. New York, Harper & Brothers, 1946. xix, 244 pp. $3.

The efforts of 34 small Virginia communities to "attack their own problems and find solutions" for them, are presented here. The stories are taken from the "New Dominion Series," published by the University of Virginia's Extension Division, for which the authors, says George Baskerville Zehmer, division director, in his Foreword, "were directly and chiefly responsible."

The book is divided into five parts each containing several stories describing "experimental approaches to democratic living that are being tried effectively in various communities": Making a Better Living, Planning for Health and Social Well-Being, Increasing Civic Awareness, Living a More Abundant Life and Implementing Community Programs, with a conclusion, The Community That Can Do It, and a short bibliography.

The Technique of Municipal Administration (third edition). Published for the Institute for Training in Municipal Administration. Chicago, International City Managers' Association, 1947. xvi, 501 pp. $7.50.

Based on the best municipal practices as developed over the past 30 years, this volume, now in its third edition, has been prepared as a handbook for city managers, designed to aid them with day-to-day management problems. Chapters cover the relation of the administrator to the council, organization, techniques of direction, programming services, personnel administration, finance, public relations and reporting and many other important phases of administration. Numerous tables, charts and illustrations show the organization of city government, typical department structure, police department organization, work program sheet, various phases of finance administration, etc.

Additional Books and Pamphlets

(See also Researcher's Digest and other departments)

Airports

Municipal Airport Management. By Leslie A. Bryan. Urbana, University of Illinois, Institute of Aeronautics, 1947. 26 pp.

Building Laws

Publications Relating to the Preparation and Revision of Building Laws. Prepared by the Construction Division of the Office of Domestic Commerce. Washington, D. C., U. S. Department of Commerce, 1947. 18 pp.

Census Bureau Publications

Census Bureau Publications on Governments as Scheduled for the Fiscal Year 1948. Washington 25, D. C., Bureau of the Census, 1947. 2 pp.

Catalog and Subject Guide. Census Publications January–September 1947. Washington, D. C., U. S. Government Printing Office, 1948.

Data Requirements of Users of Census Data on Governments. Washington, D. C., Bureau of the Census, 1947. 29 pp.

Family and Individual Money Income in the United States: 1945. Urban and Rural Residence, Age, Sex, Color and Veteran Status of the Civilian Population of the United States: April 1947. Washington, D. C., Bureau of the Census, 1948. 30 and 9 pp., respectively.

District of Columbia

The Organization of Agencies Providing Governmental Services to the District of Columbia. Explanation of Charts Showing the Organization of Agencies Providing Government Services to the District of Columbia. By Committee on the District of Columbia, Subcommittee on Home Rule and Reorganization. Washington, D. C., U. S. Government Printing Office, 1947. 23 pp. and 30 pp. with maps, respectively.

Education

Financing Public Education. General Features of a Satisfactory State Plan. By Federal Security Agency, Office of Education. Washington, D. C., U. S. Government Printing Office, 1947. 18 pp. 10 cents.

How Shall We Pay for Education? By Seymour E. Harris. New York, Harper & Brothers, 1948. x, 214 pp. $3.

"Let's Close the Schools." New York 18, Public Education Association, 1947. 32 pp. Illus.

Salaries of City-School Employees, 1946-7. By Research Division. Washington 6, D. C. National Education Association of the United States, 1947. 23 pp. 25 cents.

School Enrollment of the Civilian

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Population: April 1947. Washington 25, D. C., Bureau of the Census, 1948. 12 pp.

Statistical Summary of Education, 1943-44. By David T. Blose. Washington 25, D. C., U. S. Government Printing Office, 1947. 40 pp. 15 cents.

A Time-Scale for Measuring Adaptability of School Systems. With an instrument, scoring method and standards for the measurement of such adaptability. By Paul R. Mort and Truman M. Pierce. New York 27, Metropolitan School Study Council, 1947. 12 pp.

Highways

Bibliography on Land Acquisition for Public Roads. By Frances Mahoney. Washington, D. C., Public Roads Administration, 1947. 18 pp.

Highway Needs in Michigan. An Engineering Analysis. Washington 6, D. C., Automotive Safety Foundation, 1948. 150 pp. Illus.

Investigation

The Moreland Act. Executive Inquiry in the State of New York. By J. Ellswerth Missall. New York City, King's Crown Press, 1946. x, 145 pp. $2.

Labor

Strikes and Democratic Government. Report of the Labor Committee. New York 18, Twentieth Century Fund, 1947. 31 pp.

Libraries

A National Plan for Public Library Service. Prepared for the Committee on Postwar Planning of the American Library Association. By Carleton J. Joeckel and Amy Winslow. Chicago, American Library Association, 1948. xiii, 168 pp. $3.

Metropolitan Areas

Forces Affecting Metropolitan Patterns. New York 7, Tax Institute, 1948. 16 pp. 25 cents.

The Government of Metropolitan Areas. A Bibliography. Los Angeles 12, Municipal Reference Library, 1947. 42 pp. 15 cents.

Parking

An Analysis of General State Enabling Legislation Dealing with Automobile Parking Facilities. An Analysis of State Enabling Legislation of Special and Local Character Dealing with Automobile Parking Facilities. By David R. Levin. Washington 25, D. C., National Research Council, Highway Research Board of Division of Engineering and Industrial Research, 1947. 89 pp. plus tables and 19 pp. plus tables respectively.

Municipally Owned Parking Lots and Garages. By Charles S. Rhyne. Washington 6, D. C., National Institute of Municipal Law Officers, 1948. 54 pp. $3.

Planning

Future Land Development in Bergen County. Hackensack, New Jersey, County Planning Board, 1947. 36 pp. Maps.

Planning 1947. Proceedings of the Annual Meeting of the American Society of Planning Officials. Chicago, the Society, 1948. 192 pp. $3.

Recommended Program of Public Improvements, 1948-1953. Philadelphia, City Planning Commission, 1947. 155 pp. Maps.

Subdivision Rules and Recommendations for the Wichita Area. Wichita, Kansas, City Planning Commission, 1947. 15 pp.

Your Home Town's Future. A Manual for Community Development. Albany, Division of Economic Development, New York State Department of Commerce, 1947. 32 pp. Illus.

Pressure Groups

Control of the City Government of Indianapolis Evidenced by the Forces Determining Its Ordinances, 1925-1941. By John Paul Duncan. Akron, Ohio, 1945. 30 pp. (Apply author, University of Oklahoma, Oklahoma City.)